LANDSCAPE CONSERVATION

An International Working Session on the Stewardship of Protected Landscapes

Proceedings of a Special Meeting of the IUCN World Commission on Protected Areas

15-17 June 1999
Marsh-Billings-Rockefeller National Historical Park
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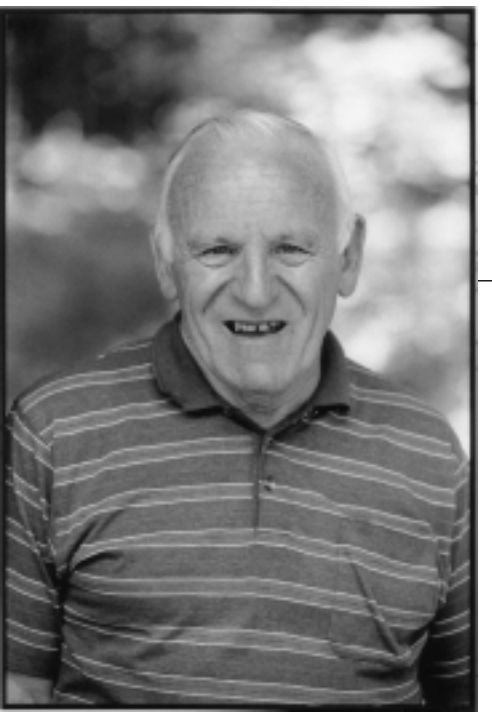

This report is dedicated to P.H.C. (Bing) Lucas.

Bing Lucas, who died aged 75 late in the year 2000, had a great record as the top civil servant responsible for national parks and conservation within New Zealand. Subsequently, he made a remarkable impact at the international level, particularly as a former chair of the World Commission on Protected Areas of IUCN, and as IUCN's leading expert in World Heritage, a position he held until only two weeks before he died.

Beyond that, Bing was a remarkable human being. He had an infectious enthusiasm, and made friends everywhere he went around the world. His loss is keenly felt, but his memory lives on.

These factors alone would have made it appropriate to dedicate this publication to Bing Lucas. But there is an even stronger reason for doing so. Bing, more than anyone, worked to establish international agreement to recognize Cultural Landscapes under the World Heritage Convention. And he has been a tireless advocate for the idea of Protected Landscapes, and author of the standard textbook on the topic. So it was obvious that he should be a key invitee to the Vermont workshop. His important contribution to this work is evident in the pages that follow.

IUCN's World Commission on Protected Areas (WCPA), the Conservation Study Institute and QLF/Atlantic Center for the Environment are therefore pleased to dedicate this volume to the memory of Bing Lucas, truly a key figure in late twentieth century conservation.

CONTENTS

FOREWORD

AT THE START OF THIS NEW CENTURY, there are some 30,000 protected areas in the world. While many nations have made a contribution to their development, none has a stronger claim to have promoted the idea than the United States. Yellowstone, established as the first modern national park in 1872, has been described as the "best idea the U.S. ever had." The notion of a large natural area protected for all time for people to enjoy is a powerful one. It has spread around the world and has been the dominant protected area model in many countries. Its achievements, in terms of wildlife protected and scenery safeguarded for millions to enjoy, have been impressive—we owe a lot to those who developed, advocated and have sustained this visionary ideal.

Even so, experience has shown us that national parks and strict nature reserves are no longer sufficient. With an ever-more crowded world and with the need to find ways to link conservation to sustainable development, to involve local people in stewardship, and to recognize and safeguard cultural as well as natural heritage assets, the search is on for new models of protected areas. One of the most promising of these novel approaches is protected landscapes, (IUCN)'s Protected Landscapes, Category V in the World Conservation Union (IUCN) system of protected area management categories. More recently, UNESCO's World Heritage Committee has given recognition to Cultural Landscapes, places where history and tradition have shaped an area and given it heritage value. Both Category V protected areas and many cultural landscapes are lived-in, working landscapes. Indeed, "landscape" is a concept that involves "people plus nature," and is where past and present converge. Protected landscapes therefore represent a type of conservation suited to places in which people live and work, but which also need special measures for protection because of their value for biodiversity, cultural heritage, recreation and scenery. This represents a fundamentally different approach from that of the traditional national park from which people are, by and large, excluded.

IUCN's World Commission on Protected Areas (WCPA), and its partners, the Conservation Study Institute and the QLF/Atlantic Center for the Environment, organized a workshop and related public forum in Vermont in June 1999 to share international experience in this approach and plan how it might be more widely adopted. The results were impressive, as this report shows, with outputs relevant at the global level, within a pilot region of the Andes, and locally within Vermont. The guidance given at the workshop will influence WCPA in its global program, for example in planning the next World Parks Congress in South Africa in a few years time.

To me, the over-riding message from the workshop is that the time is right to use this new landscape conservation approach much more widely. The reasons are well argued in this report. We need to shift our idea of what a protected area is away from a total preoccupation with places from which people are excluded to embrace also those places where people and nature live alongside each other in some harmony. The landscape conservation model is therefore a pointer to the future of conservation and sustainable development.

Adrian Phillips
Chair, World Commission on Protected Areas
IUCN (1994-2000)

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The Conservation Study Institute and QLF/Atlantic Center for the Environment would like to thank the Samuel H. Kress Foundation for supporting the attendance of European participants through a grant to US/ICOMOS–International Council on Monuments and Sites. Further financial support for the meeting was provided through grants from the Moriah Fund and the Rockefeller Brothers Fund. We also thank our gracious hosts at Marsh-Billings-Rockefeller National Historical Park. Nora Mitchell, Jessica Brown, Richard Carbin, Brent Mitchell, and Barbara Slaiby, editors of this report, offer a special thanks to all the contributors and to Stephen Engle for their assistance with this publication, and to all of the working session participants. We also take this opportunity to recognize Adrian Phillips and Bing Lucas for their leadership of IUCN's World Commission on Protected Areas over the past decade and for their dedication to international landscape conservation.

INTRODUCTION

In June 1999, the Conservation Study Institute and QLF/Atlantic Center for the Environment convened a working session of the World Conservation Union's (IUCN) World Commission on Protected Areas (WCPA) to discuss new directions for protecting landscapes with natural and cultural value. Twenty-two landscape conservation practitioners from around the world participated. Case studies were presented from regions as diverse as Andean South America, Oceania, the Eastern Caribbean, Europe, and northeastern North America. This meeting was hosted by Marsh-Billings-Rockefeller National Historical Park in Woodstock, Vermont, and co-sponsored by the George Wright Society, the International Centre for Protected Landscapes, and the United States Committee of the International Council on Monuments and Sites (US/ICOMOS). The working session was followed by a one-day public forum at nearby Shelburne Farms.

In convening this working session, this consortium of organizations recognized the pressing need for new models of protected areas that respond to the pressures on landscapes in many countries around the world. As countries worldwide move to expand and strengthen their national protected area systems, greater attention is needed to protect landscapes where people live and work. Protected landscapes (Category V in the IUCN system of management categories) and cultural landscapes (a category eligible for the World Heritage List) can provide valuable models of how to integrate biodiversity conservation, cultural heritage protection, and sustainable use of resources. This approach can also provide a way to support leadership by local people in the stewardship of these resources.

Responding to these challenges and to a specific directive from the 1996 World Conservation Congress in Montreal, the WCPA is seeking to promote wider understanding and application of the protected landscape approach worldwide. As part of this initiative, WCPA plans to present recommendations on a global protected landscapes program to the World Parks Congress in 2003. In addition, WCPA is currently developing a series of regionally oriented projects. The first of these will focus on the Andean region, where there is growing interest in protecting working landscapes.

With this background in mind, the aims of the working session were to:

- Help shape the planning of a multi-year program in which WCPA and a consortium of partners will work together to advance the protected landscape approach globally;
- Develop an action-oriented project proposal to test and apply these ideas in selected regions, beginning with the Andean region;
- Bring international experience to bear on the protection of working landscapes in Vermont and elsewhere in New England; and
- Foster an exchange of ideas among practitioners from diverse regions of the world.

Presentations and discussions at the working session covered a range of questions. What are the opportunities and challenges of protected landscapes? What new skills are needed to manage these landscapes? What is the relationship between protected landscapes and cultural landscapes? What are the emerging trends in stewardship and place-based conservation?

Participants from Bolivia, Colombia, Ecuador, and Peru presented case studies demonstrating new opportunities for the application of the protected landscape approach in the Andean region. Finally, participants met in small working groups to develop plans for both a global WCPA program and a regional program in the Andes. Other elements of the meeting included a field trip to the Champlain Valley region of Vermont, where participants learned about initiatives to protect working dairy farms, interpret cultural resources along Lake Champlain, and develop Burlington as a "sustainable city." The meeting concluded with a one-day public forum and workshop titled, "Protecting Working Landscapes: An International Perspective." This forum brought together more than 60 conservation practitioners from New England and eastern Canada for discussions with their international counterparts. A summary of this public forum is available in a separate publication *International Concepts in Protected Landscapes: Exploring Their Value for Communities in the Northeast.*

Outcomes from the working session include:

- A mission for the global program to develop an integrated landscape approach for the protection of biodiversity, cultural diversity, and the sustainable use of natural resources;
- An outline for a three-year WCPA global program to promote and demonstrate the use and value of protected landscapes. Key elements of the program are to create a partnership network, evaluate and research existing protected landscape areas, organize and develop case study material, develop training and build professional skills, and work closely with specific regional protected landscape projects;
- An initial pilot project on protected landscapes for the Andean region, focusing on themes that recognize the great diversity and integration of cultural and natural resources of the region; and
- An international working group to move this program forward. As conveners of the working session, the Conservation Study Institute and QLF/Atlantic Center for the Environment, in collaboration with WCPA, the International Centre for Protected Landscapes and other partner organizations, plan to participate actively in this evolving effort.

These proceedings summarize the presentations, case studies, discussions, and outcomes of what was a highly stimulating working session. Brief summaries of the recommended global and regional programs developed during the working session are also included.

Both the working session and public forum generated a great deal of enthusiasm for continuing these discussions on the protected landscape approach and for sharing experiences with colleagues throughout the world. We hope, therefore, that you will share this report with others and communicate your thoughts on these issues with the Conservation Study Institute and QLF/Atlantic Center for the Environment.

OPENING PRESENTATION

Tuesday Evening, 15 June 1999

P.H.C. (BING) LUCAS

New Ways with Special Places: New England, New Zealand, New Hebrides, and a New World

New Ways with Special Places: New England, New Zealand, New Hebrides, and a New World

■ **P.H.C. (Bing) Lucas**

Vice-Chair for World Heritage, IUCN/WCPA, New Zealand; and Fellow, International Centre for Protected Landscapes, Wales

It's great to be back in New England where 30 years ago, I had four months as a Winston Churchill Fellow studying parks in North America. After extensive travel, I reached New England for the first time. It was October and I was goggle-eyed at the glowing colors of some very special landscapes. I thought I would be sated with the wonders of nature after three months from the Canadian Rockies through Yellowstone, Yosemite, the Grand Canyon, and the desert landscapes of Monument Valley, but I was simply not prepared for the spectacle that greeted me in this part of the world with its very long history of human use. To someone whose world in Aotearoa/New Zealand revolved around pristine nature in our national parks, New England was literally an eye-opener.

I pay tribute to those whose feet trod gently here and whose generally benign influence shaped the sort of harmony with nature that prompted an international group meeting in the United Kingdom in 1987 to produce the Lake District Declaration. This urged universal recognition for the concept of landscape protection and encouraged an active exchange of experience between nations and those involved as owners, concerned citizens, and decision-makers.

Over the years, it has been my pleasure to work with people like Nora Mitchell, Jessica Brown, Rick Carbin, and now Vermont residents Linda and Larry Hamilton. From them, I have learned of the initiatives that have been taken from the grassroots upwards to conserve the special character of the landscape in this region and specifically Vermont, which has been such a focus for the land trust movement. And I am convinced that it is only through working with those who own and value what they have that the delicate and dynamic equilibrium of lived-in landscapes can be maintained.

This afternoon, I had the privilege of an inspiring introduction to the Marsh-Billings-Rockefeller National Historical Park and look forward to learning more about the Shelburne Farms and the recently established Conservation Study Institute. Clearly, there are many in Vermont who value the special places you have and are committed to maintaining what the Maori people of New Zealand call "Nga Uruora"—the Groves of Life.

Participants in this week's working session have come here to pool experience in the interest of landscape protection worldwide and the organizers have asked me to introduce you to landscape conservation in my part of the world. So I'll take you to the South Pacific: first to New Zealand and then to what used to be called the New Hebrides but which is now the Republic of Vanuatu. Here we will see some examples of grassroots commitment facilitated and encouraged by national and international support.

New Zealand is an island country settled some 1,000 years ago by Maori from Polynesia and by Europeans during the past 200 years. It is about the size of the State of Idaho and has nearly 4 million people and 50 million sheep. It has a system of 13 national parks; the first, Tongariro, was a gift from Maori just 15 years after Yellowstone. In reaching for the goal of preserving the widest possible range of ecosystems and landscapes, the national parks are supplemented by other protected areas bringing the total area of land owned by the State and under legal protection to 30 percent of the country's land area, not counting marine protected areas.

Since the mid-1970s, there has been growing interest in achieving conservation and recreational gains from privately owned land. Walkways have been established by negotiation with farmers and foresters under 1975 legislation, and in 1977, a National Trust for Open Space was established on farmer initiative, backed by legislation. Since then, some 1,300 landowners have entered into voluntary covenants, which are registered permanently over part or all of their land. These conserve forest, shrubland, and tussock grassland ecosystems as well as wetlands and coastal areas.

The level of stewardship shown by farmers and other landowners has been maintained in spite of dramatic structural changes in the New Zealand economy, which has seen the elimination of farm subsidies. Stewardship has also been accomplished through assistance from the Trust; for example, assistance with fencing and the establishment of modest facilities to conserve the natural and associated cultural values, and facilitate visitor enjoyment where that is appropriate. This voluntary

legal protection of landscape features and, in some cases, whole farms, is complemented by two Government-funded schemes to purchase other key areas.

Two recently established funds are managed by citizen committees—the Nature Heritage Fund and Nga Whenua Rahui. The Nature Heritage Fund (formerly the Forest Heritage Fund) finances purchases of important natural and landscape areas from private landowners. The Nga Whenua Rahui supports owners of Maori land to achieve landscape protection through their own management. This recognizes the general reluctance of Maori to part with ownership.

Then, there are examples of community actions such as the restoration of stream and riverbanks and "wasteland" to the indigenous vegetation that existed at the time of European settlement in the City of Christchurch. In the same locality, local government and commercial interest are converting quarries into landscape and recreational assets and, particularly, wetland.

Recently, I enjoyed a field visit to the foothills of the Southern Alps with representatives of the Department of Conservation and the citizen Conservation Board that guides them. We were fostering the concept of conserving landscape values from the foothill ranges through the farmed basin to the Arthur's Pass National Park over the main divide of the Alps. The concept is to maintain the natural and cultural values of the farmed land while facilitating appropriate public recreation through a cooperative approach and working with the highway authority to interpret the road as a Heritage Highway. Maintenance of these values is built into regional planning under the umbrella of the Resource Management Act (1991), which governs all planning and resource management/allocation decisions and has as its purpose to "Promote the sustainable management of natural and physical resources."

When implemented sympathetically by local government and with strong public participation, these plans set the pattern for resource use through a "protected landscape" approach throughout the country. Public participation in management of the large areas of State-owned conservation land is implemented through regional conservation management strategies prepared by the Department of Conservation. But, as everywhere, a concerned and articulate public is vital as pressures mount in New Zealand to water down the conservation elements of the Resource Management Act. Let us go now to one of the smaller Pacific Island nations.

The Republic of Vanuatu came into being in 1980 out of the amazing colonial structure of the Condominium of the New Hebrides. Here the Melanesian population was governed jointly by Britain and France with a rigid pecking order and dual school systems using different languages. Like in most new Pacific nations, most of the natural resources of Vanuatu are owned by communities and families. Consequently, efforts by past colonial administrations to establish government-managed protected areas failed miserably as the people saw the concept as another way of alienating them from their resources. It has taken until the present decade to break this impasse and ensure conservation of terrestrial and marine resources by blending traditional mechanisms with modern revenue-earning concepts such as eco-tourism.

The Vatthe Conservation Area lies in the northern part of Espiritu Santo, an island known to many thousands of American service personnel during World War II. Vatthe means "eye of the sea," and the conservation area there contains the only extensive lowland and limestone forests in Vanuatu not yet logged. And the Vatthe forest could so easily have gone the same way as all the others. The forests are owned by the people of two villages—Sara and Matantas—and they were literally at war over a boundary dispute. Raids on each other's village were followed by litigation in Vanuatu's Supreme Court, which decided in favor of Sara village but urged negotiation with Matantas because Matantas people had a long history of using the forest.

Into this situation came two New Zealanders. One was from a logging company and had a suitcase full of dollars—more money than these largely subsistence communities could imagine. The logger wanted to buy their trees to be felled. The other person who came was Sue Maturin from New Zealand's Forest and Bird Society looking at ways the communities could generate sustainable income from the resources of the forest and sea. Chief Lus and Chief Moses, the two village leaders, made it clear to both the logger and to Sue that they didn't want their forest destroyed but they did want to earn some income to give them a better lifestyle.

Along came SPREP, the inter-governmental South Pacific Regional Environment Programme, with an

internationally funded project to support biodiversity conservation in conjunction with sustainable living for communities. Finally, after a long time of negotiation, Chief Moses and Chief Lus agreed to set aside their differences and signed up to establish a conservation area. To seal the bargain, they planted a cycad in a symbolic gesture of peace.

Now SPREP funds their Conservation Area Support Officer, Charles Vatu. He helps the communities establish forest walks, build small tourist bungalows and an equally small restaurant, and train villagers as guides and service providers. Charles, who is a Ni-Vanuatu from the island of Pentecost, has also seen a community water supply established, and markets and coordinates a modest ecotourism operation. This brings in useful income and employment, provides a market for cultural products, and protects their forests, fisheries, and way of life.

I recall the two chiefs telling me when I visited Vatthe: "We have committed ourselves and our people to working together as stewards for the area so that our children and grandchildren can share the benefits from the forest and the sea." Vatthe is not alone, as the SPREP project has so far helped 12 Pacific Island nations set up 17 community-based conservation areas on land and water. This represents a huge step forward in fostering conservation in this region of tiny countries in the vast Pacific.

All this illustrates a world trend toward recognizing the value of stewardship in promoting conservation on private land. IUCN recognizes and promotes, as a key category of protected area management, the concept of "Protected Landscapes" (Category V). The trend has led to the establishment of the International Centre for Protected Landscapes based in Wales, which equips people from the Americas, Africa, Asia, and the Pacific, as well as Europe, in techniques for integrating conservation and development. Other support for the concept comes from the Countryside Exchange Program, and this working session itself, as well as the organizations associated with it. Working with people is at the heart of the concept, and it is abundantly clear to me that protection of landscapes and the beauty and biodiversity they contain can be achieved only through cooperation and not coercion.

The ultimate accolade-crowning landscape protection was achieved in 1992, 20 years after the negotiation of an international convention designed to protect natural and cultural places of outstanding universal value. The World Heritage Convention was negotiated in 1972 out of the Stockholm Conference on the Human Environment, in part out of a strong commitment by the United States. The Convention tended to deal with the "cultural" and "natural" heritage of the world in separate boxes. This was in spite of the fact that Article 1 of the Convention recognizes the importance of what it calls "the combined works of nature and of man." In fact, it took until the World Heritage Committee met in Santa Fe, New Mexico in 1992 to achieve recognition of what the Committee calls "cultural landscapes," including "living landscapes," where nature shapes human activity and human activity shapes nature in a harmonious way. I hope that all of us working together this week can contribute to finding new ways to advance the concept of landscape protection both here in Vermont and around the world.

PRESENTATIONS

Wednesday, 16 June 1999

SETTING THE CONTEXT: PROTECTED LANDSCAPES AND NEW DIRECTIONS GLOBALLY

ADRIAN PHILLIPS

New Directions for Protected Areas: The Context for Category V

MICHAEL BERESFORD

Professional Challenges in the Conservation of Working Landscapes: Where Are We Now?

NORA MITCHELL AND SUSAN BUGGEY

Category V Protected Landscapes in Relation to World Heritage Cultural Landscapes: Taking Advantage of Diverse Approaches

GILES ROMULUS

The Use of the Protected Landscape Category in St. Lucia: Working with Communities to Establish the Praslin Protected Landscape

New Directions for Protected Areas: The Context for Category V

■ **Adrian Phillips**
Chair, IUCN/WCPA; Cardiff University, UK

New thinking on conservation generally, and on protected areas in particular, is driving the growing interest in Category V protected areas. While the global community emphasizes the conservation of biodiversity, notably through the Convention on Biological Diversity, it is now widely recognized that:

- The relationship between people and the rest of nature is complex and interdependent, and therefore the pursuit of nature conservation and natural resource management has to take many forms and involve many stakeholders;
- Cultural and natural perspectives are often intertwined, and nature conservation and the safeguarding of traditional values, etc., are therefore mutually interdependent—and instruments that can achieve both aims, and encourage a sense of stewardship towards place, are especially valuable;
- Conservation will only succeed where it is pursued as a partnership involving local people and is seen to be relevant to meeting their social and economic needs;
- Traditional top-down approaches to nature conservation focused exclusively on natural and near-natural environments are essential, but they are not sufficient: they cannot do the job of conserving biodiversity alone, they are not suited to all situations, and indeed they have sometimes failed;
- Many landscapes previously thought of as "pristine" are in fact the product of interaction with people over long periods of time; and
- There is a need to identify places where people live in some kind of harmony with nature and use its resources more or less sustainably, since these are valuable in themselves and can serve as "greenprints" for other places as well.

As a result, thinking on protected areas has undergone a paradigm shift. Whereas protected areas were once planned against people, now it is recognized that they need to be planned with local people, and often for and by them as well. Where once the emphasis was on setting places aside, we now look to develop linkages between strictly protected core areas and the areas around them: economic links that bring benefits to local people, and physical links, via ecological corridors, that provide more space for species and natural processes. Earlier language justified the creation of parks on aesthetic grounds; we now advance scientific, economic, and cultural rationales as well. Park visitors, engaged in recreation and tourism, were once seen as the protected area's principal customers; increasingly, the local community is most often recognized as the key stakeholder. Formerly, each protected area was seen as a unique investment in conservation; now we seek to develop networks and systems of protected areas so that the conservation of biodiversity and ecosystem functions can be secured at the bioregional scale. Fifty years ago protected areas were almost entirely a national responsibility; now many are seen at least partly as an international concern. Historically, protected areas were about protection; now there is also a need to focus on ecological restoration. And, most relevant to Category V, where previously most protected areas were strictly protected as national parks or nature reserves, now park planners argue that they should be complemented by other kinds of protected areas in which people live, biodiversity thrives, and natural and cultural resources are used sustainably.

Category V areas are central in this new paradigm. They can:

- Demonstrate durable resource use;
- Buffer or link more strictly protected areas;
- Conserve not only wild biodiversity but also agrobiodiversity;
- Conserve human history in structures;
- Support sound local economies in rural areas;
- Support and reward the stewardship of natural and cultural resources;
- Help generate tourism revenue;
- Provide scope for restoration ecology; and
- Be used to set standards, and to develop management skills, for application elsewhere.

At present the distribution of Category V protected areas is regionally skewed towards Europe, but a significant number of such areas have been established in other parts of the world and have far greater potential

application. What has hitherto been lacking is the imagination to see how this approach to the protection of "working landscapes" can complement and reinforce traditional parks and reserves and make a strong linkage between the conservation of nature and support for durable rural livelihoods.

Excerpts from Adrian Phillips' Presentation

The new paradigm for protected areas:
- from planning against local people to working with, for, and through them
- from "setting aside" to linkages
- from aesthetic reasons to science, economics, and cultural rationales
- from a concern with visitors to local people
- from sites to systems
- from islands to networks
- from protection to restoration
- from the national to international

In 1994, IUCN set up the protected areas management category system.

It is based on a definition of protected areas: "an area of land and/or sea especially dedicated to the protection and maintenance of biodiversity, and of natural and associated cultural resources, and managed through legal or other effective means."

Protected Areas are categorized by the primary purpose of management. Categories are as follows:
- IA strict protection of nature
- 1B wilderness protection
- II ecosystem protection and recreation
- III natural feature protection
- IV habitat management
- V landscape conservation and recreation
- VI sustainable use of natural resources

History of Protected Areas Category V:
- European origins
- 1950s to 1970s: Commission for National Parks and Protected Areas focuses on national parks and nature reserves
- 1978: first categories system recognizes Category V
- 1987: Lake District Symposium sees these areas as "living models of sustainable use"
- 1988: IUCN General Assembly follow-up resolution
- 1992: Caracas World Parks Conference takes more interest in lived-in protected areas
- 1992: World Heritage cultural landscapes adopted
- 1994: new categories system published by IUCN
- 1996: Montreal IUCN World Conservation Congress resolution

Key features of a Category V Protected Landscapes:
- Primary aim of protected area is landscape protection and recreation
- "Landscape" = nature + people
- These are lived-in, worked landscapes
- But with special natural and cultural values
- Management should be with and through local population
- With economic and social and environmental aims

Category V areas can:
- demonstrate durable use
- buffer or link other protected areas
- conserve wild and agricultural biodiversity
- conserve human history
- support sound rural economies
- support and reward stewardship of natural resources
- help generate tourism income
- provide scope for restoration ecology
- develop management skills and set standards for application elsewhere ("greenprints")

See Appendix E for Definitions of IUCN Protected Areas Management Categories.

See Appendix F for a more complete description of Category V, Protected Landscapes/Seascapes.

Professional Challenges in the Conservation of Working Landscapes: Where Are We Now?

■ **Michael Beresford**

Director, International Centre for Protected Landscapes, UK

INTRODUCTION

We are fortunate to have a rich global network of protected areas representing a key component in conserving global biodiversity. The significance and value of the world's large national parks—areas set aside for conservation purposes—remain undiminished. However, it is increasingly apparent that future attention will be focused on extending the coverage of protected areas into areas of working landscapes. This approach is based on safeguarding and enhancing the diversity of biological and cultural resources *within* viable programs of social and economic development, with a "community-led" approach to conservation management. This is the heart of the protected landscape concept, based on The World Conservation Union's (IUCN) Category V.

PROTECTED LANDSCAPES

Protected landscapes are lived-in, working landscapes. The planning and management of these areas must be carried out in partnership with the local community. Local economic initiatives and the promotion of the local economy will shape conservation objectives. Community participation should be legally secured, and education and awareness-building about the objectives of the protected landscape within the community will be a priority. Without the support of the majority of the local community, the conservation objectives will not be realized.

Protected landscapes are about achieving conservation objectives in working landscapes. The concept of stewardship is fundamental to this approach. Stewardship means managing privately owned land on behalf of society as a whole, with future generations in mind. At the heart of the stewardship process lies the need to enter into agreements with landowners to secure and manage the land in the best interests of long-term environmental conservation. This interaction between people and the land in an environmentally, economically, and culturally sustainable relationship is beyond the reach of government alone. Stewardship programs must involve landowners, local communities, commercial operators, non-governmental organizations (NGOs), and government agencies.

There is no one model to be followed in designing stewardship programs. Rather, they must take account of the pattern of land use and ownership, the social structure of the area, the current state of the economy, the cultural and political organization, and the history and religion of the region.

Two factors are central to the success of the protected landscape:

- Effective conservation of the natural and cultural environment; and
- Continued viability of the local economy.

The concept of sustainable development underpins this approach. The challenge is to define sustainable development within the context of the protected landscape approach. To be meaningful, the definition must be expressed in clear, identifiable terms that reflect both conservation values and the community's social, economic, and cultural interests.

A sustainability strategy needs to be based on a series of measures or indicators that:

- Express the state of the quality of the present environment;
- Identify limiting factors or different types of carrying capacity;
- Assess the impact of the policies of the management authority; and
- Measure the impact of development proposals.

The local community must have access to relevant information and be totally involved in all the significant stages of the process. For many of us, planning and managing protected landscapes present a series of new challenges as we enter the 21st century.

NEW CHALLENGES

Protected areas have a long history of exclusive management activity. Management plans were developed with the effect, in most cases, of decoupling the interests of local people. In protected landscapes, management

activity must be inclusive, where the interests of the local communities are central to the future of the area, enabling them to share in the responsibility and benefits of the designation. Although many valuable initiatives are in place, this challenge of inclusion represents a substantial change in direction and a re-ordering of priorities for many protected landscape managers, requiring the acquisition of a range of new skills and knowledge.

We must now be seen to be implementing successful programs on the ground that achieve conservation objectives and visibly improve the social and economic conditions for people living within, or just outside, the area's boundaries. Increasingly, the management challenge of these special areas will be focused on that difficult point where conservation requirements and community needs diverge. As the front-line conservation professionals, protected landscape managers find themselves placed at the center of this challenge.

Building co-management capacity, supported by active community participation, will become more and more important. Significantly, the point at which many of the key decisions about the management of these areas are made is moving to the community level, where the protected landscape manager is centrally involved.

There is growing recognition internationally that managing a protected landscape is now akin to managing a very special business enterprise, with responsibilities for some of the most important natural assets on the planet. Increasingly, protected landscape agencies are looking to industry and commerce as sources of the necessary skills.

Static or diminishing budgets from governments require innovative responses from protected landscape managers to develop new sources of revenue from environmentally compatible activities. New types of agencies are emerging, with non-governmental organizations (NGOs) and the private sector becoming more significant players. There is a strong emphasis on partnership and collaborative management arrangements. We are witnessing a growing transfer of responsibilities from the traditional public sector model. This shift requires changes in the funding and operational management processes.

To respond to these changes and address the challenges ahead, we need to improve the effectiveness and efficiency of protected landscape managers by building on traditional experience and knowledge and placing a range of new management skills at the core of their activities.

NEW SKILLS

As increasing levels of management effectiveness are required by communities, governments, and aid agencies, so we need effective managers to rise to the challenges. In addition to the traditional environmental skills—most commonly based in the natural sciences—there is a need to link to a new range of skills with a strong management culture as a core element.

Such skills are required to:

- Prepare and present management plans based on principles of partnership where local community interests are central;
- Prepare corporate financial plans containing detailed cost and budget proposals to achieve conservation objectives; and
- Develop efficient and effective management systems and structures.

More specifically, such skills are likely to include:

- Communication, presentation, negotiation, and mediation techniques;
- Conflict management and resolution—the ability to prepare an assessment of a conflict situation and to develop a strategy to manage or resolve the conflict;
- Consensus building—developing participatory decision-making techniques, understanding the dynamics of group decision-making, and reaching inclusive solutions;
- Collaborative management—understanding and investing in co-management activities, developing processes, and facilitating agreements;
- Organizing, directing, and managing participation programs, defining key principles of good practice, and engaging interest groups and stakeholders;
- Incorporating social concerns into management plans—organizing community appraisals and participatory action research;
- Integrating conservation and development programs—designing environmental strategies and action plans, running Integrated Conservation and Development

Projects, understanding Environmental Impact Assessments, Environmental Audits, policy appraisal, and policy evaluation techniques;
- Directing environmental education, information, and interpretation programs—raising awareness, building support, organizing campaigns and marketing, seeking partners in provision, and understanding different models, concepts, and contexts; and
- Organizing information management—gaining access, prioritizing, managing and dissemination, Geographic Information Systems (GIS) and Information Technology (IT) techniques.

CONCLUSION

Protected landscapes are about achieving conservation objectives in working landscapes, based on agreements with landowners to secure and manage the land in the best interests of long-term environmental conservation. The management challenge will be focused on that difficult point where conservation requirements and community needs diverge. To respond to this challenge we need to improve the effectiveness, efficiency, and professionalism of protected landscape managers so they can draw on a wide range of new management skills.

EXCERPTS FROM MICHAEL BERESFORD'S PRESENTATION

As the rights and responsibilities of local communities are increasingly valued, building co-management capacity, supported by active community participation, will become more and more important. Significantly, the point at which many of the key decisions about the management of our protected areas are made is moving to the community level.

Static or diminishing budgets from governments require innovative responses from protected area managers to develop new sources of investment from environmentally compatible activities. Additionally, new types of protected areas agencies are emerging, with non-governmental organizations and the private sector becoming more significant with a strong emphasis on partnership and collaborative management arrangements. We are witnessing a growing transfer of responsibilities from the traditional public sector model, requiring changes in the funding and operational management process.

INDICATORS OF CHANGE

There is now widespread and unchallenged recognition that management activity must be more inclusive, where the interests of the local communities are central to the future of the area.

This challenge of inclusion represents a substantial change in the direction and a re-ordering of priorities for many protected area managers, requiring the acquisition of a range of new skills and knowledge. To respond to these changes and address the challenges ahead we need to improve the effectiveness, efficiency and, above all, the professionalism of protected area managers, by building on traditional experience and knowledge and placing a range of new management skills at the core of their activities.

Category V Protected Landscapes in Relation to World Heritage-Cultural Landscapes: Taking Advantage of Diverse Approaches

■ **Nora Mitchell**

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■ **Susan Buggey**

Université de Montréal, Canada

Protected landscapes and cultural landscapes share much common ground—both are focused on landscapes where human relationships with the natural environment over time define their essential character. In protected landscapes, the natural environment, biodiversity conservation, and ecosystem integrity have been the primary emphases. In contrast, the emphases in cultural landscapes have been on human history, continuity of cultural traditions, and social values and aspirations. Yet in spite of the strong dichotomous tradition, recent experience has demonstrated that in many landscapes the natural and cultural heritage are inextricably bound together and that the conservation approach could benefit from more integration.

INTERNATIONAL RECOGNITION OF CULTURAL LANDSCAPES

The concept of cultural landscapes is not new, although it has only relatively recently become a prominent part of the international cultural heritage movement. After nearly a decade of debate, in 1992 the World Heritage Committee (an international committee with responsibilities for implementing the World Heritage Convention[1]) agreed that cultural landscapes could meet the criteria of "outstanding universal value" and revised its Guidelines accordingly. The Guidelines also specifically address the relationship between cultural heritage and natural resource values.

Guidelines for the operation of the World Heritage Convention[2] acknowledge that cultural landscapes represent the "combined works of nature and of man" designated in Article 1 of the World Heritage Convention. In section 37 of the Guidelines, the term "cultural landscape" was defined as "a diversity of manifestations of the interaction between humankind and its natural environment."

By this definition, a cultural landscape is created through the inter-relationship of culture and nature, which shapes environments over time and results in landscapes of today. The World Heritage Guidelines also specifically integrate nature conservation into the definition of cultural landscapes, referring to the role of cultural landscapes in sustainable land use and the importance, in certain situations, of maintaining biological diversity. The Committee also recognized the great diversity of cultural landscapes around the world. To distinguish the different values that characterized these landscapes, they defined three categories of cultural landscapes:

Category 1: "The clearly defined landscape designed and created intentionally by man," largely concentrated in parks and gardens (section 39 i).

The cultural landscapes of Sintra in Portugal and the Lednice-Valtice in the Czech Republic, whose principal values are clearly rooted in their design, are "working landscapes" that also reflect particular cultural responses to the natural environment.

Category 2: The "organically evolved landscape" reflects the process of evolution of cultural factors in association with the natural environment over time in their form and component features. These landscapes fall into two sub-categories:

- a relict (or fossil) landscape such as an archaeological landscape in which an evolutionary process came to an end at some time in the past, either abruptly or over a period. Its significant distinguishing features are, however, still visible in material form.
- a continuing landscape, which retains an active social role in contemporary society closely associated with the traditional way of life, and in which the evolutionary process is still in progress. At the same time it exhibits significant material evidence of its evolution over time (section 39 ii).

By virtue of their organic nature and continued management and use over time, all landscapes may be said to have evolved. The essence of the organically evolved cultural landscape, whether relict or continuing, is that its most significant values lie in the material evidence of its evolution in the context of a natural environment that influenced and shaped it. The Rice Terraces of the Philippine Cordilleras and the Hallstatt-Dachstein

Salzkammergut Cultural Landscape in Austria are excellent representatives of this kind of landscape.

Category 3: Associative cultural landscapes derive their significance from "the powerful religious, artistic, or cultural associations of the natural element rather than material cultural evidence, which may be insignificant or even absent" (section 39 iii).

Tongariro National Park in New Zealand and Uluru-Kata Tjuta National Park in Australia are World Heritage Sites designated for both their natural and cultural qualities. They are also traditional homelands of indigenous peoples who have lived on these lands for centuries and have powerful spiritual associations with these places, often most vividly expressed in their oral traditions passed from generation to generation.

Since many of the World Heritage nominations for cultural landscapes include natural resources as well, teams of cultural resource experts from ICOMOS and natural resource experts from IUCN conduct the evaluations.[3] Adrian Phillips, Chair of IUCN's World Commission on Protected Areas, has written about the importance of recognition of cultural landscapes by the World Heritage Committee:

> The significance of this development is not confined to the relatively few sites that will be recognized under the convention. Just as important in the long run is the encouragement that the international interest in World Heritage cultural landscapes will give to the conservation of landscapes generally and to the collaborative working between experts in cultural conservation and the conservation of natural values.4

IUCN'S CATEGORIES FOR PROTECTED AREAS

IUCN distinguishes protected areas in six categories. (See Appendix E.) Category V, Protected Landscape/ Seascape, is defined as:

> ... a protected area managed mainly for landscape/ seascape conservation and recreation. It is an area of land, with coast and sea as appropriate, where the interaction of people and nature over time has produced an area of distinct character with significant aesthetic, ecological and/or cultural value, and often with high biological diversity. Safeguarding the integrity of this traditional interaction is vital to the protection, maintenance, and evolution of such an area.[5]

The papers by Michael Beresford and Adrian Phillips in these proceedings further elaborate on the IUCN's categories of protected areas and, in particular, on the importance of protected landscapes and their critical role in conservation today. The IUCN system of categories has been used successfully by many countries as a management framework. Protected landscapes in this system are a complement to traditional national parks and provide opportunities to directly engage local communities in stewardship.

THE GREAT DIVIDE: A DICHOTOMOUS TRADITION

Examining the fields of nature conservation and cultural resource preservation, side by side, illustrates the dramatic dichotomy in the perception of landscape and the relationship of humans and the environment. One perspective is biocentric—based on the intrinsic value of wildness and its complex of species in the absence of humans; the other is anthropocentric in its celebration of the many aspects of cultural achievement and development. In *Cultural Landscapes of Universal Value*, editors Plachter and Rossler reflected on the implementation of the World Heritage Convention, which recognized both natural and cultural heritage, and noted that the World Heritage Committee tried to avoid separation between nature and culture but that there was difficulty in bridging this gap.[6] Adrian Phillips also has noted the long tradition of this dichotomy:

> The separation of nature and culture—of people from the environment which surrounds them—which has been a feature of western attitudes and education over the centuries, has blinded us to many of the interactive associations which exist between the world of nature and the world of culture.[7]

Environmental historian William Cronon has argued that the dichotomy that we have created to conceptualize nature and culture does not assist in developing integrated models. Cronon writes that "we need to embrace the full continuum of a natural landscape that

is also cultural, in which the city, the suburb, the pastoral, and the wild each has its proper place, which we permit ourselves to celebrate without needlessly denigrating the others." [8] This middle ground is fertile ground for new directions in conservation.

Given this divergence in traditions and values, the challenges of multidisciplinary work are clear—but the importance is also clear. Many places do have a complex of resources and multiple values, and it is therefore critical to be able to recognize this in the development of management programs. Recent trends in each field are showing that convergence creates opportunities for collaboration. These current trends contribute to a new climate that encourages collaboration across disciplines.

FINDING THE INTERFACE BETWEEN CULTURAL LANDSCAPES AND PROTECTED LANDSCAPES

Cultural landscapes are at the interface between nature and culture. They represent the permanent interaction between humans and their environment, shaping the surface of the earth. With the rapid social and economic development cultural landscapes belong to the most fragile and threatened sites on earth. Adapted protection and proper management is urgently needed.[9]

A number of recent initiatives have highlighted the common ground between cultural landscapes and protected landscapes/seascapes. The proposed anthropological approach for the World Heritage Committee's Global Strategy, for example, focuses on two themes: human co-existence with the land, and human beings in society. This direction reflects the growing recognition that material and immaterial, natural, spiritual, and cultural factors are complexly intertwined in the heritage of many countries. Adrian Phillips recently noted a growing interest in cultural landscapes within the nature conservation community. He attributes this to many factors, including the:

> ... declining power of the idea of pristine wilderness, the realization that many disturbed ecosystems are important to [nature] conservation, that agri-biodiversity is a resource to be protected along with wild biodiversity, and the need to find models of sustainable land use.[10]

One of the contributions of cultural landscapes to World Heritage Site management is the recognition that inscription and ongoing conservation must involve the people who live in the designated area. The importance of local involvement in the processes and decision-making related to cultural landscapes—from identification to description of their values, to nomination, implementation, educational role, and long-term outcomes—is crucial to their sustainability. It is instructive to recognize how results differ between consultation and involvement. For a wide variety of reasons, involvement of associated people and communities in the identification of cultural landscapes, and the description of their values, is fundamental to an effective process for both the short- and the long-term management of these places.

The experience with protected landscape conservation has also demonstrated that working with local communities is a critical component in the conservation strategy. From the experience of cultural landscapes, we have also learned the importance of listening to the values, priorities, needs, concerns, and aspirations of the associated communities. These will shape their working relationship with conservation objectives, commemorative and ecological. These places embody their history, and it is these associated communities that have been, and will be, their stewards. They know these places where they and their ancestors have lived their lives.

Mechanisms are needed for the effective participation of communities in the management and development of cultural landscapes and protected landscapes/seascapes, as well as in the development of sustainable approaches for them. The distinctiveness of local planning environments must be recognized and respected. Management approaches, which are based on principles (e.g., values, public benefit, understanding, integrity, and respect) and on values rather than regulations, can encourage community involvement. Requiring environmental assessments to include traditional environmental and cultural knowledge as an integral part of the process and knowledge base links the processes and outcomes more closely to the community. Issues will often be multi-jurisdictional and multi-cultural, with processes needed to help stakeholders deal with conflicting interests and objectives.

CONCLUDING REMARKS

A cultural landscape perspective explicitly recognizes the history of a place and its cultural traditions in addition to its ecological value. Thus, this approach is appropriate for places with a settlement history. A landscape perspective also recognizes the continuity between the past and present with people living and working on the land today. It explores how sense of place, cultural identity, and connections to the past can become touchstones for deepening and broadening the impact and relevance of conservation. Concurrently, the concept of protected landscapes has advanced the practice and thought for natural area conservation. Today, the field of natural resource conservation recognizes an ecosystem approach and the importance of working with people, their knowledge of the local ecology, and their cultural traditions in developing conservation strategies. These concurrent developments in cultural and natural conservation have set the stage for a rethinking of landscape conservation and an unprecedented opportunity for collaboration.

1 Convention for the Protection of the World Cultural and Natural Heritage, adopted in 1972.
2 UNESCO. 1996. *Operational Guidelines for the Implementation of the World Heritage Convention.* Paris: UNESCO.
3 ICOMOS is the International Council on Monuments and Sites, based in Paris and IUCN is the World Conservation Union, formerly the International Union for the Conservation of Nature, based in Gland, Switzerland.
4 Adrian Phillips. 1998. The Nature of Cultural Landscapes—A Nature Conservation Perspective. *Landscape Research* 23(1):29.
5 IUCN. 1994. Guidelines on Protected Area Management Categories. Gland, Switzerland and Cambridge, UK: IUCN.
6 Harald Plachter and Mechtild Rossler. 1995. Cultural Landscapes: Reconnecting Culture and Nature. *Cultural Landscapes of Universal Value. Components of a Global Strategy*. Jena Stuttgart and New York: Gustav Fischer Verlag in cooperation with UNESCO, pp. 15-18.
7 Adrian Phillips. 1998. The Nature of Cultural Landscapes—A Nature Conservation Perspective. *Landscape Research* 23(1): 36.
8 William Cronon (ed.). 1995. *Uncommon Ground, Toward Reinventing Nature*. New York and London: W. W. Norton & Company, Inc., p.89.
9 Bernd von Droste, Harald Plachter and Mechtild Rossler, eds. 1995. *Cultural Landscapes of Universal Value. Components of a Global Strategy.* Jena Stuttgart and New York: Gustav Fischer Verlag in cooperation with UNESCO, backcover.
10 Adrian Phillips. 1998. The Nature of Cultural Landscapes—A Nature Conservation Perspective. *Landscape Research* 23(1):21.

Participatory Management as the "Natural" Management Regime for Category V Protected Landscapes: Time to Stop Talking About It and Do It!

■ **Grazia Borrini-Feyerabend**
Consultant, Switzerland

There is a growing interest in environments possessing a legacy of interdependent valuable natural and cultural features. The increased understanding and appreciation of landscapes and seascapes is part of this tendency, likely rooted in an enhanced appreciation of human influences in promoting and protecting biodiversity and in shaping environments previously considered "pristine." The desire to expand the coverage of the relevant Category V protected areas to countries in the South, and not only to the history-tied North, is also an element of the phenomenon (this meeting is a good indicator).

In some way this can be interpreted as a "coming of age" of conservation, the abandonment of the illusory era of purity in which conserving was a matter of protecting and fencing off, and maintaining an environment "uncontaminated" by humans (especially humans without the skin color, the language, and the behavioral code of the self-appointed conservationists).

This coming of age is paralleled by other broad social phenomena. Among those are the embracing of complexity in the physical and social sciences, more critical perspectives on all sorts of "experts' opinions," and the maturing—through trial and error—of democratic experimentation in a variety of fields and governance levels, from party politics to health care systems, from the organization of large business companies to participatory processes in development.

For a while I have been arguing with friends and colleagues that it is also about time that democratic experimentation is pursued and sustained in the field of environmental conservation and in the management of protected areas in particular. In the latter area, no category more than Category V seems as favorable and, indeed, as much in need of such active experimentation. Human landscapes and seascapes are places where either people live in harmony with nature and use natural resources in a sustainable way, or there will soon be no landscape or seascape to protect. There will be something else, perhaps, but that harmony, that state of careful interaction and grace, will be gone. And thus will be gone the reason to protect the place.

How can that harmony be maintained and nourished? How can it be strengthened and made capable to withstand the destructive forces that often converge on it from the outside? It can be easily argued that this cannot be done by any sort of super-manager, not even the most sophisticated computer fed all sorts of data and information. This is so because landscapes are a product of human cultures, they need cultures, they live and die with cultures. And cultures are made of people. Not a uniform mass of humans, but people as individuals, groups, factions, stories, interests, concerns, habits, knowledge and ignorance, care and destructive behavior, consensus and conflicts, dreams and ideas, needs and desires, abandonment and work. It is this multiform human energy that needs to be preserved and properly channeled for constructive and intelligent results. Participatory management is a way of attempting to do just that.

Innovative "principles" of participatory management include:

- Recognising different values, interests, and concerns involved in managing a territory, area or set of natural resources, both outside local communities and within them;
- Remaining open to various types of management "entitlements" beyond the ones legally recognised (e.g. private property or government mandate);
- Seeking equity in natural resource management;
- Allowing the civil society to assume ever more important roles and responsibilities;
- Emphasising the building of partnerships and resource management institutions;
- Emphasising the complementarity of the capacities and comparative advantages of different institutional actors;
- Linking entitlements and responsibilities in the management context;
- Understanding that the process is more important than the short-term products; and
- Recognising that "learning-by-doing" leads to ongoing revisions and improvements in management.

I believe, in fact, that it is also time to move towards more concrete questions. What can be done to achieve an effective participatory management of a protected landscape or seascape? Who should do what? What

means are needed? What lessons have we learned from similar situations in the past?

This is what I would like to discuss with you, and in this brief summary I can only list a number of issues and considerations that I hope we will explore together. However, as the time is limited, let me refer to a publication in progress available at the meeting and on the Internet (in English, Spanish, and French at gur@hq.IUCN.org or gbf@iname.com). The publication offers a path and some practical tools to proceed towards participatory management, and discusses in some detail the list of issues below. It is titled "Negotiating Agreements on Natural Resource Management" and has been prepared with the advice and contributions of professionals from many countries and environments.

Here is the list of issues and considerations:

- The key elements of participatory management (PM): context, process, agreement(s), and institution(s).
- The phases in the process and what to consider before embarking on it; is PM feasible in a particular context?
- Creating a PM start-up team; identifying and analyzing the institutional actors (stakeholders).
- Who is "entitled" to participate in management? Can entitlements be compared?
- Does the start-up team have to help the actors organize themselves to take part in the negotiation process?
- What level of management/ negotiation is to be promoted?
- What does equity mean in a PM process?
- How do we move from unorganized groups and individuals towards entitled, empowered, and responsible institutional actors?
- Procedures and facilitation for the negotiation meetings.
- A common, long-term vision, a charter of principles, and an appropriate ritual/ ceremony to establish the common ground.
- Methods and tools to identify a strategy and develop some short- to mid-term agreements to pursue it.
- Elements of participatory management plans.
- PM institutions: forms, functions, history and duration, composition, rules, and financial means.
- The follow-up protocol.
- Learning by doing: monitoring, evaluating, and reviewing the process, the agreement(s), and the institution(s).

The Use of the Protected Landscape Category in St. Lucia: Working with Communities to Establish the Praslin Protected Landscape

■ **Giles Romulus**

Director of Programmes,

St. Lucia National Trust, St. Lucia

THE CONTEXT

The island of St. Lucia is located at 14°N 61°W and is part of the archipelago that stretches from the island of Cuba off the southern tip of Florida to the island of Trinidad off the northern coast of South America. With a geographical area of 616 square kilometers and a population of just over 146,000 people, the island is small, with most of the population inhabiting the coastal areas. The rugged and mountainous interior is forested, uninhabited, and the main source of the island's water supply.

By any international standard the island is a small, developing country with a number of developmental and environmental problems. These problems include high unemployment and underemployment, dependence on an export economy with bananas as the cash crop, and tourism as the fastest growing economic sector. Environmental problems vary from deforestation, soil erosion, increasingly high turbidity rates in coastal waters, land and water pollution, and loss of biodiversity in terrestrial and marine areas. All these internal problems are exacerbated by an international global system that is based on "globalization" and "trade liberalization" and is less sympathetic to small island developing states. More than ever, therefore, the reality of survival at the international, national, and community levels is a critical factor which forms part of the drive towards sustainable development.

It is within this context that conservation and development strategies must be developed. Conservation in St. Lucia's Protected Areas Plan is therefore advocated as an indispensable requirement for a form of development that is "... equitable, sustainable and harmonious."[1] Natural and cultural resources in the Plan are regarded as the capital upon which St. Lucia's development strategy can be built, as the economy is based on natural resources. The System of Protected Areas developed through a four-year participatory planning process was presented to the Government of St. Lucia as a mechanism for the maintenance of that capital, which includes forest, plants, animals, the landscape, water, and the culture. With these premises in mind, a protected area is defined in the Plan as:

> ... portions of the national territory of a country which are placed under special management status to ensure that the resources they contain are maintained and made accessible for sustainable uses compatible with conservation requirements.

THE PRASLIN PROTECTED LANDSCAPE

The Praslin Protected Landscape is one of 27 management areas in St. Lucia's Protected Areas Plan that covers 874 hectares of low-lying coastal lands with xerophytic vegetation, three offshore islands, coral reefs, sea grass beds, mangroves, mudflats, and a delta.[2] The area is of outstanding natural beauty and contains several species of plants and animals of which many are endemic. Traditional uses of the natural resources by the inhabitants of the coastal communities of Praslin and Mamiku continue. The Praslin Protected Landscape also has the longest coastal nature trail in St. Lucia, the Frégate Islands Nature Reserve, and Praslin Island where a recent scientific experiment on the translocation of the endemic lizard (*Cnemidophorus vanzoi*) has proven successful.

Over the last five years the St. Lucia National Trust has engaged the community in a participatory planning process that has resulted in the identification of community needs, the preparation of a community strategic plan, and the design and implementation of projects to meet those needs. Concurrently a Development Committee was established, which has become nationally known and, in recent times, has grown in stature to negotiate on behalf of the community with the prime minister of St. Lucia for development projects. The Development Committee is looking to develop and market the Praslin Protected Landscape as a nature/heritage tourism site. Meanwhile, traditional canoe building continues, and in the coastal waters seaweed cultivation is now a thriving industry. The farmers have the reputation of producing the best seaweed in St. Lucia, a product that has a national and regional market. The Praslin Protected Landscape, though not formally designated, has provided St. Lucia with a working example of how multiple-use activities can go on without compromising the integrity of the environment.

OPPORTUNITIES FOR THE USE OF THE PROTECTED LANDSCAPE MANAGEMENT CATEGORY

Based on the experience and the ongoing process of establishing the Praslin Protected Landscape, there are several opportunities that this management category provides:

- It provides a planning mechanism for maintaining ecological integrity and protecting biological diversity where plants, animals, and people can live in harmony.
- It is particularly valuable in areas where land is in short supply and the optimal use of land is required for development.
- It is very useful where most of the land is in private ownership and acquisition is not an option because of financial constraints. The protected landscape category allows for protection through the use of other land stewardship techniques.
- It is a more publicly and politically acceptable management category because the land is not frozen from sustainable development activities, and traditional activities are not eliminated but encouraged where they are sustainable.
- It provides an opportunity for using an integrated approach to sustainable development where environmental considerations and socio-economic development needs can be addressed simultaneously. It is therefore most relevant in a developing country context where there are many developmental constraints.
- It provides the opportunity for illustrating the power of "participatory planning" and "co-management" of resources, which leads to community empowerment.
- It allows communities and resource users an opportunity to continue to make a living off the land and/or sea and even create new economic sectors (e.g., in the case of the Praslin and Mamiku communities, seaweed cultivation, and nature/heritage tourism).

MAJOR CHALLENGES FOR ADVANCING THE PROTECTED LANDSCAPE APPROACH IN ST. LUCIA

The major challenges are many and include the following:

- Lack of trained professionals who understand and are armed with the knowledge and skills from both the natural and social sciences.
- Insufficient published and accessible case studies on ways and means of establishing protected landscapes and other protected areas.
- Inadequate fiscal and other incentives that can help to persuade landowners to protect their lands as part of a protected landscape.
- Though less common, there is still resistance by state authorities to share or delegate management authority to CBOs (community-based organizations) and NGOs (non-governmental organizations) with the capacity and capability to co-manage protected areas.
- Inadequate legal basis for the use of many of the protected areas management categories in St. Lucia's Protected Areas Plan. The Plan, though widely used by Government and private institutions, which testifies to its usefulness, has not been formally adopted. This can prove a stumbling block, particularly where there are difficult landowners who question the validity of the plan despite the well-publicized and participatory process leading to its development.
- Governments tend to judge the success of a protected area by its economic usefulness, which can lead to the destruction of the resource base. A more balanced approach, which also considers the intrinsic value of the resource base, is required.
- Raising funds for establishment and management of protected landscapes is becoming a bigger and bigger problem.

1 Leslie Hudson, Yves Renard, Giles Romulus. 1992. *A System of Protected Areas for St. Lucia*. St. Lucia: St. Lucia National Trust.
2 The 27 management areas include 10 protected landscapes, four national parks, two national landmarks, three nature reserves, one forest reserve, and seven historic areas/sites.

THE ANDEAN CONTEXT

Wednesday, 16 June 1999

MIRIAM TORRES ANGELES
A Peruvian Perspective on Protected Landscapes
as a Tool for Highlands Conservation and Stewardship

GUILLERMO RODRIGUEZ
The Sierra Nevada de Santa Marta Case

JACK RODRIGUEZ AND FAUSTO SARMIENTO
The Quijos River Valley of Ecuador:
A Proposed Protected Landscape in the Andes

MIREYA MUÑOZ
The Sajama National Park:
An Example of a Cultural Landscape

ALEJANDRO ARGUMEDO
Agriculture and Working Landscapes in the Andes

JESSICA BROWN
Stewardship of Andean Landscapes:
A Potential Role for Category V Protected Areas

A Peruvian Perspective on Protected Landscapes as a Tool for Highlands Conservation and Stewardship

■ **Miriam Torres Angeles**

Huascaran-Huayhuash Project Director,

The Mountain Institute-Andes Program, Peru

THE CONCEPT OF PROTECTED LANDSCAPES IN PERU

- Peruvian National Parks law (1997), defines the new category "Reserva Paisajistica" (RP) as: "an area where the integrity of the environment shows a harmonious relationship between man and nature, and which has relevant natural, scenic and cultural values" This category is equivalent to Protected Landscapes (Category V in the IUCN system of management categories).
- RP must include: a)human settlement whose activities and traditions maintain harmony with the natural environment; b)features of special scenic beauty; c)types and intensities of natural resource use which are considered compatible with long term conservation.
- RP management is based on local participation. Research, and tourism are allowed. Modifications on traditional practices, as well as the use of renewable and non-renewable resources, must be strictly monitored.
- Direct or indirect uses of resources must be excluded if these uses cause important changes to landscape features and natural values.
- This new law also opens many more opportunities for private investment in protected areas. These opportunities, if linked with the private and governmental interest on developing nature-culture tourism alternatives, could reinforce initiatives to establish RPs (PLs)

Hypothesis: A "Protected Landscapes" Category is the Most Appropriate Category for Protected Areas in the Highlands

The highlands are a unique environment, both for people and for nature. Highland ecosystems have been used for a long time, and cultures have developed special skills to survive in very extreme conditions. After thousands of years of interaction between people and ecosystem, and after hundreds of years of foreign cultural influence, the landscape of Peruvian highlands is a mixture of traditional use of Andean species in combination with animals and plants introduced to this ecosystem during the Spanish time. Grazing and high-altitude agriculture are part of the high Andes landscape, as well as temporary houses surrounded by small yards for dogs and other domestic animals, and piles of firewood.

A review of the Peruvian protected areas established in the highlands shows that most are using zoning and systems of "special permits for direct use of natural resources" as strategies to strike a balance between IUCN Category I and II goals and the nature of cultural and social dynamics in this context. (See Appendix E for IUCN category definitions.)

Protected landscapes seem to offer a better framework to manage the dynamic results of long-term land use and the needs of ecosystem protection. Part of the value of the protected landscape approach is the reinforcement of land users' decision-making. It makes clear that rights and responsibilities are shared between government and land owners for the co-management of an area that is partially private and partially state-owned, and which represents a common good for a wider group of people.

The Huayhuash mountain range is an example of how a multiple-use protected area and the option of clear community-driven management could be an answer to prevent conflicts caused by enforcement of strict protected area guidelines on lands traditionally used by local populations.

Stewardship: A concept that reflects an active involvement of local population in conservation efforts and the development of alternatives for private sector investment in conservation

To "build ownership" is a prerequisite to the implementation of stewardship strategies. Stronger participation in protected area management strengthens the sense of ownership and the sense of responsibility among land users. Multiple-use categories, such as protected landscapes, give the needed conceptual and management basis in this perspective. Additional frameworks could aid or detract from private investment and funding strategies for conservation.

The Sierra Nevada de Santa Marta Case

■ **Guillermo E. Rodriguez**

Fundación Pro-Sierra Nevada de Santa Marta, Colombia

The Sierra Nevada de Santa Marta encompasses over 946,010 acres and reaches an altitude of almost 19,000 feet just 26 miles from the Caribbean coast. It contains every climatic zone found in tropical South America. Thirty-six rivers create a watershed that supplies the needs of over 1.5 million people. Colombia contains just 0.1 percent of the earth's surface, yet 10 percent of the world's species are found here. The area of influence of the Sierra Nevada de Santa Marta extends beyond the limits of its river basins. Because most of its rivers discharge their waters into the Caribbean Sea (either directly, such as those of the northern face, or indirectly through the Magdalena River and the Cienaga Grande of Santa Marta), their influence reaches international waters. These rivers are thus ecological niches for both seawater and freshwater species.

Given that the Sierra Nevada includes such a varied extreme of altitudes with its tropical location, it represents almost the complete spectrum of climates and ecosystems, not only of Colombia but of the rest of tropical America. Nine types of life zones, or vegetation biomes independent of soil characteristics, are to be found in the Sierra: dry tropical forest, very dry tropical forest, semi-desert, tropical rain forest, sub-Andean woodland, Andean woodland, paramo, tundra, and permanent snow. The geographical isolation of the Sierra Nevada, and the climatic conditions of its recent geological past, have fostered a surprising diversity of fauna and flora and the development of a high level of endemism in mountain biomes located above 800 to 1,000 meters. It is thus considered one of the nine areas with the greatest level of endemism in the country.

At least 600 botanical genera, and no fewer than 3,000 species of higher plants, are to be found in the Sierra Nevada. On the basis of present studies, it is known that of a total of about 514 species, 16 species and subspecies of birds are endemic to the Sierra. With respect to the herpetofauna, there are 46 species of amphibians and 86 of reptiles, of which 32.5 percent are endemic to the Sierra. Finally, of the 120 species of mammals, one is known to be endemic. It has been estimated that at levels above 3,000 meters, all amphibians and reptiles are endemic. A study of gastropods (snails) shows that of 31 species identified, 19 are reported exclusive to the zone. Of the 12 species of scorpions that have been found to date, six are endemic. With regard to butterflies, 146 species and subspecies are known. In the Tayrona National Park, which is part of the massif, more than 100 species of mammals have been reported, about 70 of which are bats. This information shows the great biological importance of the Sierra Nevada. However, despite numerous studies, and most recently a Rapid Ecological Evaluation, the results remain preliminary, and more systematic studies are needed in order to establish with greater certainty the extent of the biological richness of the Sierra Nevada.

For centuries, the indigenous inhabitants used resources in ways that were well balanced with the biological capacity for regeneration. These traditional management systems are now in peril, however, because of external pressures, in particular from new migrants who view the Sierra Nevada as an area where the forest can be clear-cut to obtain land to cultivate. Migrants started using natural resources indiscriminately and introduced a variety of non-endemic species, with consequent ecological disturbances such as soil erosion, changes in the hydrological system, and changes in local habitat. The most profitable crops cultivated by the migrants include marijuana and coca, which prompted authorities to spread great quantities of herbicides throughout the area.

Three indigenous groups of people are the ancestral inhabitants of the Sierra Nevada. Of the three groups, the Arhuaco are the most numerous with some 18,000 members, concentrated mainly in the administrative districts of Valledupar, Aracataca, and Fundacion. The second is the Kogi, with some 6,000 members, mostly living in the administrative districts of Santa Marta, Cienaga, Dibulla, and Valledupar. Finally, the Wiwa, with a population of approximately 2,000, are found mainly in the administrative districts of San Juan del Cesar and Dibulla, and to a minor extent in Santa Marta and Valledupar.

Most of the indigenous peoples live in the area of the Kogi-Wiwa and Arhuaco Indigenous Reserves. However, a considerable number live outside these areas since these ethnic groups are developing a policy for the recovery of their ancestral lands, which helps to strengthen their culture and to assist the conservation

and regeneration of the ecosystems. Their social and cultural characteristics are determined by their ancestral knowledge and by a constant process of cultural readaptation, caused by the different waves of migration and of evangelization in the Sierra Nevada. These influences have encouraged cultural transformations, both in the land tenure system and in the systems of production and of social organization. Nevertheless, while external pressures have no doubt had their influence upon the culture, a large section of the population has maintained its ancestral practices and traditions.

The economy for these indigenous people is based on the management of different ecosystems of the mountainous massif, and on subsistence agriculture. Farming in the three zones—the warm, temperate, and cold zones—uses different altitude zones during the course of the year. Caladium (*xanthosona*) and banana, which form the basis of the indigenous people's diet, are grown in the hot and temperate zones, as well as beans, guandul (*Cajanus indicus*), sweet potatoes, maize, yucca, yam, cane, and other crops. In the higher regions, potatoes and vegetables are grown.

A second part of the economy is, to a greater or lesser extent, the extensive grazing of cattle and goats. This activity is regarded as highly damaging to the natural environment in the mountainous conditions of the Sierra since the area surrounding the headwaters of the rivers is often used for grazing and stock-rearing.

Political and administrative relations between the three ethnic groups, the state, and the non-indigenous population are conducted through indigenous organizations. These include the Gonawindua Tayrona (OGT), which includes the Kogis, Wiwas, and Arhuacos of the northern and western faces as far as the basin of the River Fundacion; the Tayrona Indigenous Confederation (CIT), which represents the Arhuacos of the eastern face and the western face from the Fundacion to the south; and the Yugumauin Bunkuanarrwa Tayrona, which includes most of the majority of the Wiwas, who live in the eastern sector.

The administrative system of the Sierra Nevada is characterized by a wide range of entities, both jurisdictional and functional. A large number of government institutions work in the Sierra Nevada, and this has led to confusion in terms of functions and areas of responsibility. Three departments, 14 administrative municipalities, two main native reserves and five smaller ones, two National Parks, and about 100 central government organizations converge in the Sierra Nevada. This has produced an unstable management crisis of the massif, an area with not only the most varied geographical characteristics of the country but great social and economic diversity as well.

Among the most acute social problems is the lack of effective mechanisms to regulate and enforce the management and use of natural resources. Water has been a particularly crucial issue, as the Sierra Nevada's 36 rivers are a water source for 1.5 million people on the mountain and in surrounding areas. Agro-businesses in the plains are also entirely dependent on that water. The stakeholders in the natural resources of the area include four distinct indigenous communities, peasant communities, business people, local municipalities, and several armed groups (guerrilla, paramilitary, and military). The interests and values of the various parties are in open conflict, and there is a widespread tendency to deal with controversies through violence.

Today the indigenous people claim rights over their traditional territory and demand control of the Sierra Nevada National Park where it overlaps the indigenous territories. One of the main issues we are working on is an agreement between the indigenous authorities and the Parks Unit concerning sustainable management of overlapping areas, and also agreements for the recovery or management of sacred indigenous sites outside the reserves.

OPPORTUNITIES TO PROTECT THE WORKING/CULTURAL LANDSCAPE(S) OF THE SIERRA NEVADA

The Strategy for the Conservation of the Sierra Nevada, which has led to the Sustainable Development Plan, is an innovative and participatory process for seeking solutions to the problems that affect the massif. In 1995, IUCN reported:

> Traditionally, strategic thinking has been applied only to warfare, but it can be applied as a method of action when the concern is to resolve complex matters that involve many players. Of these matters, none are more appropriate than ecological concerns, in particular, that of sustainable development.

The starting point for both the diagnosis and the proposals is the analysis undertaken by the social groups involved. In this way, one is seeking to change the tendency toward external decision-making.

Each one of the five major objectives proposed, including educational lines of action in the programs and projects, has been agreed at the local level, taking into account local characteristics and the environmental, cultural, social, political, and economic diversity of the Sierra Nevada. In this way, a process of mutual local consent stimulates the success of any action taken. The Sustainable Development Plan of the Sierra Nevada has thus been set up as a cyclic and participatory process of action planning, seeking to improve the quality of life for all groups while maintaining a balance between the objectives of economic, social, and environmental development.

CHALLENGES

The social, cultural, environmental, political, and economic complexity of the Sierra Nevada is clearly reflected in the distinct social groups of the region. Tendencies such as the loss of ecosystems and the drying up of water sources are but a reflection of a chain of social, political, and economic problems manifesting themselves in the deterioration and exhaustion of the massif.

The natural base of the Sierra Nevada is being systematically and progressively destroyed and, up to the present, it has been impossible to prevent its deterioration. It is clear that the future remains uncertain for communities and neighbors of the Sierra unless there is a change in the attitudes of the social groups that interact in the region.

Because of its participatory character, the Sustainable Development Plan is an initiative that is open to modification and change as a result of collective thinking. It thus becomes a fundamental instrument for social agreements that can pave the way towards a balanced coexistence, which in turn guarantees the future of the eco-region.

The Quijos River Valley: A Prospective Protected Landscape in the Andes

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BACKGROUND

Surrounded by three major protected areas in Ecuador, the Quijos River Valley harbors two distinct cultural features: the Baeza area of colonist mestizo culture and the Oyacachi area of indigenous transhumantic culture. The sites are adjacent, separated by a ridge that divides the watersheds of the Quijos and the Oyacachi rivers. They are nested in deep valleys and gorges now affected by oil pipeline and road construction.

The town of Baeza, one of the three towns founded by the Spaniards under the Royal Seal of Spain and demonstrating the important indigenous hegemony in the area, has survived through the centuries as the gateway to the Oriente, or the Amazon region. Recently designated as a National Cultural Heritage Site, old Baeza still offers a glimpse of the colonial culture through the town's design and architecture. The first agricultural settlers exploited first wood, then naranjilla (a tropical fruit), and then several different crops and pasture. Today, eco-tourism is developing rapidly. All of these factors have created effects on the surrounding protected areas, areas that are worth studying and conserving. The Oyacachi River Valley also harbors indigenous communities that migrate with their cattle and other animals from the lowlands to the highlands. They have created a patchwork mosaic of montane forest and paramo, which is maintained as a working landscape precisely because of associated activities such as the burning of grasslands.

OPPORTUNITIES

The Quijos initiative is the first protected landscape in Ecuador and will be the first time humans have been included in the conservation scope of protected areas. Areas untouched by human presence are no longer available to set aside as national parks or pristine reserves. Quite the contrary, it has been demonstrated that even areas that were thought to be pristine have actually been modified or influenced by human activity. Therefore, new political winds in the country may help establish protected landscapes as a workable strategy to conserve and restore the core area (completely anthropogenic) and to maintain the buffer area (completely "natural").

This is totally opposite to the older idea of a "Biosphere Reserve," where the core area is pristine and untouchable but a buffer zone is open to human intervention. This new approach will gradually gain acceptance as the Quijos River Valley program becomes what is expected to be a textbook example of community-based conservation in the tropical mountains.

CONSTRAINTS

The area has suffered extensively from mountain-related natural phenomena, particularly deadly landslides, flooding, and earthquakes. It also faces significant pressure from a milk distribution center for pasture management and forest conversion into grassland. People have frequently heard from conservation groups that seem to have dubious purposes and achieve very limited results. The people are now hesitant to accept foreign advice and are more suspicious of the goals of conservation and development. They also lack financial resources and comprehensive information on the potential biodiversity richness of the area.

The Sajama National Park: An Example of a Cultural Landscape

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BACKGROUND

Sajama is the name of an Aymara sacred mountain in Bolivia. The Sajama area was declared a National Park in 1939. This was the first time that Bolivia declared an area as national heritage. Furthermore, in 1995, Sajama National Park was incorporated into the National System of Protected Areas as a result of the Environmental Impact Study of the new Patacamaya-Tambo Quemado road, which links La Paz and Arica on the Pacific coast and which borders the Sajama Park. This modern high-speed road greatly facilitates access to the park, since it now takes only two hours to travel from La Paz to the base of the majestic, eternally snow-covered Sajama Mountain, the tallest mountain in the country (6,542 meters, or 21,463 feet above sea level). The area of the park is 103,233 hectares (255,000 acres).

Sajama Mountain has been considered sacred for many centuries by its traditional inhabitants, the Aymara Indians. The Aymara Indians are direct descendants of the Tiawanaku people. These people established Bolivia's glorious theocratic empire of eight centuries, which was able to develop an elaborate agricultural system in the Andean Highlands and construct sophisticated interconnected waterways extending as far as the headwaters of the Amazon.

Sajama National Park is located in the western part of the Oruro Department, next to the border with Chile. It is adjacent to Chile's Lauca National Park, with which it shares the very delicate high Andean ecosystem. The region is located on the western mountains of the Andean Chain, with plenty of volcanic cones. From Sajama Mountain one has a magnificent view of the two Payachatas, a set of imposing twin volcanoes, both snow-covered. The whole area is quite arid, with a cold and dry climate. During the rainy season, humid natural grasses (bofedales) grow there, which are highly appreciated by alpacas, llamas, and vicuñas.

The Sajama Park area belongs to the puna (the xeric Andean high plateau) and the bofedales (wet prairies). Queñua (*Polylepis tarapacana*), which is the only tree in the world that grows above 5,000 meters, can be found in Sajama Park. The thola (*Parastrephia lepidophylla*) and yareta (*Azorella compacta*) are also examples of the area's vegetation. Most of the Park's vegetation is comprised of Andean microfoliated woods and grasses of the wet highland prairies, which receive abundant water from the mountain snows that melt in the warmer seasons.

The area's fauna is one of the most diverse in the Andean region. The vicuña (*Vicugna vicugna*), puma, viscacha, quirquincho (*Chaetophractus nationi*), and the Andean cat (*Felis jacobit*) stand out. Among the birds found, there are the Andean flamingo or pariguanas (*Phoenicoparrus andinus*), the suri (*Pterocnemia pennata*), and the chok´a, as well as many species of very small birds. In the Sajama area of the Oruro Department one can also find a substantial population of llamas and alpacas, possibly the largest population of these species in Bolivia.

The Andean natural areas clearly play an important role in the development of Bolivia. Like other countries, Bolivia faces many environmental problems that menace the ecological balance of key natural areas. Bolivia is increasingly feeling stronger pressures to protect its natural heritage by declaring new protected areas, thereby guaranteeing the continuity of its ecological balance. In the most delicate regions—the Andean and Amazon regions—Bolivia needs to find the means to permanently carry out scientific research so as to better protect its natural resources and develop information needed to achieve sustained agricultural development, as well as industrial forestry and ranching programs. Moreover, Bolivia should advance its knowledge and its ability to develop ecological tourism and recreation while also enhancing environmental education.

HOW WE SEE THE PROBLEM

In Bolivia there are 40 protected areas, which are classified in six main categories of different ecological value:

- National parks
- Natural areas with integrated management
- Natural monuments
- Sanctuaries
- Natural areas with immobilization, and
- Wild life reservations.

These categories have been defined by a 1997 Government Supreme Decree. There are 21 areas that

have been given high priority. They cover about 65 percent of the total ecological and biological regions of importance. Of all these areas, only two also have cultural value: (i)Sajama National Park, and (ii)Noel Kempff Park in the eastern lowlands close to the Jesuit missions, which UNESCO has declared a World Heritage site. There is, in addition, a new bill that is being studied by the Congress on the conservation of biodiversity, which would modernize ecological concepts and priorities. It is expected to be approved. Hopefully, it will strongly enhance ecological conservation in Bolivia.

The National Service of Protected Areas (SERNAP) is an autonomous institution under the supervision of the Ministry of Sustainable Development and Planning. SERNAP manages 14 protected areas, of which three (Noel Kempff, Amboró, and Ulla-Ulla) have already had their operational programs approved by the central government. The other areas—including Sajama National Park—are still waiting for government approval of their operational programs, which means that they still do not have an adequate budget to carry out needed activities.

STEWARDSHIP

For each protected area, the organizational structure includes one director, a park guard squad, and a technical team in charge of developing and carrying out the operational programs. The Bolivian Constitution and laws recognize the Indian Communities' land property rights and, therefore, these communities do not worry about their rights and management roles in the national parks and the protected landscapes. On the other hand, several new mechanisms have been developed to promote the participation of local communities in the management of the protected areas. There are Shared Management Agreements (SMAs) to be agreed upon between SERNAP and the local communities, or with originary people organizations (e.g., the Indian Territory of the Isiboro National Park).

Laws also recognize Action Committees (Comités de Gestión), which also allow the participation of local inhabitants in managing the protected areas. This is the case with Sajama National Park, where the Indians participate. Another way of allowing local people to participate in decisions is to let them share the responsibility of developing the Parks' annual operating plans. In this way, they can define in detail their ideas and their priorities for work and projects to be carried out, whether they are maintenance, construction, or protection tasks or projects.

It should be emphasized that the Bolivian Government is making efforts to develop a new concept of conservation from a cultural perspective, in order to help recover local population values as well as local cultural practices and rites. Bolivia gives a high priority to maintaining cultural values because it believes that helps to maintain peaceful sustainable development. While in the Sajama area there are few agricultural projects—most economic activity is restricted to llama, vicuña, and alpaca ranching—certain industrial activities, mainly wool weaving, seem to have reasonable prospects of development. Agricultural activities are still quite underdeveloped since most Indians continue to grow mainly potatoes and quinoa in small quantities, and still use traditional technologies that have a minimal negative environmental impact.

Agriculture and Working Landscapes in the Andes

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The continued and accelerating deterioration of agricultural biodiversity, productivity, and mountain ecology in the Andes has demonstrated the failure of existing conservation approaches in the region. The long-term conservation of strategic food crops, biological diversity, and the fragile mountain ecology depends on the implementation of innovative and holistic in situ conservation approaches that are based on local knowledge systems. These approaches must promote the sustainable livelihood of the mountain indigenous inhabitants.

Indigenous peoples in the region have for generations successfully applied landscape conservation strategies that integrated the management of intervened agricultural spaces with cultural protected areas in one single management system. Andean agriculture is an adaptive and sustainable system that nurtures the diversity and health of domesticated and wild plant and animal species and diverse mountain communities such as cloud forests, wetlands, grasslands, and rivers. The primary goal of Andean agriculture continues to be to improve the quality of life of the communities that depend on the mountains' natural resources for their survival while maintaining the biological and physical balance of the ecosystem.

Agriculture in the Andes can be an effective tool for the integral conservation of mountain landscapes and the in situ conservation of critical ecosystems, species, and genetic diversity. This paper outlines the features of a community-based conservation approach to protect Andean landscapes in Pisac, Cusco, in the heart of the Southern Peruvian Andes. It describes the biocultural region in question, how steps are being taken to build a landscape conservation strategy with existing community knowledge, skills, and socio-cultural dynamics, and the challenges ahead. The paper argues that landscape conservation based on traditional agro-biodiversity knowledge and practices is likely to have greater success in conserving the local landscape than those that rely solely on conventional conservation approaches. It concludes that the ecological and social well-being of the indigenous communities in the area can be better addressed by community-based landscape conservation and that appropriate development opportunities can be created through indigenous-led conservation and sustainable mountain resource management efforts.

Stewardship of Andean Landscapes: A Potential Role for Category V Protected Areas

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INTRODUCTION

The cultural landscapes of the Andes are rich in examples of traditional patterns of land use that have contributed to biodiversity and other natural values, have proven sustainable over centuries, and are living examples of cultural heritage. As countries in the region move toward strengthening existing national systems of protected areas and expanding their coverage, greater attention must be given to the protection of these working landscapes—places where people live and work—and which can serve as valuable models of how to integrate biodiversity conservation and sustainable use of natural resources.[1]

Emerging trends in conservation and protected areas management set the stage for new approaches that engage local people in the stewardship of working landscapes and embrace the interactions of people and nature.

One trend is that conservation strategies are becoming increasingly bioregional. The field of conservation biology has highlighted the pressing need to work on the scale of ecosystems and the wider landscape to conserve biological diversity.

Another important change lies in how we view national parks and protected areas. Worldwide, there is growing recognition that protected areas can no longer be treated as islands but must be seen in a larger context. In many countries of Latin America, as in other regions, the phenomenon of "paper parks"—protected areas in name only—has demonstrated forcefully that approaches that rely solely on regulation and enforcement are costly and too often meet with failure. Park managers are finding they must adopt inclusive approaches that encourage local participation.

A third trend lies in our growing understanding of the link between nature and culture—that healthy landscapes are shaped by human culture as well as by the forces of nature, that rich biological diversity often coincides with cultural diversity, and that conservation cannot be undertaken without the involvement of those people closest to the resources.

Fundamental to these new directions in protected areas is the need to engage local residents and communities. As countries in Latin America consider new types of land tenure mechanisms, new protected areas increasingly will encompass land that is privately and communally owned. The success of initiatives to ensure conservation of large-scale areas will depend on engaging private and communal landowners. In order to protect Andean cultural landscapes, alliances must be built with local and indigenous peoples who have a tremendous stake in, and much to contribute to, the stewardship of their land and resources.

THE STEWARDSHIP APPROACH

The stewardship approach offers a means of cultivating local involvement and reaching beyond the boundaries of conventional protected areas. "Stewardship" means, simply, people taking care of the earth. In its broadest sense, "stewardship" refers to the essential role individuals and communities play in the careful management of our common natural and cultural wealth for current and future generations. More specifically, it can be defined as "efforts to create, nurture and enable responsibility in landowners and resource users to manage and protect land and its natural and cultural heritage."[2] By fostering individual and community responsibility, the stewardship approach puts conservation in the hands of the people most affected by it.

ANDEAN LANDSCAPES AS PROTECTED AREAS: THE POTENTIAL ROLE OF CATEGORY V

With its emphasis on the value of the interactions between people and nature over time, the Category V (Protected Landscape and Seascape) designation can be particularly appropriate for the cultural landscapes of the Andes because it:

- Links people's needs and biodiversity conservation;
- Typically comprises a mosaic of land ownership patterns, including private and communally owned property;
- Can accommodate diverse management regimes, including customary laws governing resource management;

- Has important specific objectives related to conservation of cultural heritage;
- Seeks to bring benefits to local communities and contribute to their well-being through the provision of environmental goods and services; and
- Has proven to work well in certain indigenous territories where strict protected areas have failed because it accommodates traditional uses and customary tools for resource management.[3]

The protected landscape approach engages local communities in stewardship of working landscapes because it:

- Reinforces local responsibility for resource management;
- Builds on existing institutional responsibilities; and
- Offers potential to use flexible arrangements for management of resources, including collaborative management agreements and the range of private land stewardship tools.

OPPORTUNITIES

A number of recent developments present new opportunities for establishing protected landscapes in Andean countries. In several countries non-governmental organizations (NGOs) are advocating the use of Category V and are pushing for supportive legislation. For example, Peru has just adopted new legislation to include Category V in its protected areas systems. The recent enactment of legislation for private reserves further sets the stage because, in cases like Colombia, it explicitly recognizes the conservation efforts of NGOs and communities, and the traditional uses of natural resources that protect and enhance biological diversity. Finally, a number of countries are considering reclassification of national parks as a means of addressing conflicts with resident populations.

Throughout the region, new sites are being proposed as protected landscapes. At a recent UNESCO/World Heritage Convention meeting held in Arequipa, Peru, 15 cultural landscapes in the Andes were nominated for protection. Among the candidates for protected landscape designation in Peru are Urabamba (a sacred valley of the Incas) and the Cordillera de Huayhuash in the central sierra of Peru, as described by Miriam A. Torres in this volume. In Ecuador there is growing interest, at local and national levels, in declaring the Quijos River valley the country's first protected landscape. Its designation would create a natural corridor among three important protected areas, consolidating them into the country's largest protected area and fostering conservation on an eco-regional scale.[4]

CHALLENGES

Among the challenges to protecting working landscapes in the region is unfamiliarity with designations such as Category V, which is currently not well-represented in national protected area systems. On the ground, the complexity of land use, tenure, and institutional roles makes it hard to work at the scale of landscapes.[5] Mechanisms are needed to engage people with unclear land titles to encourage sustainable practices on these lands.[6] A key challenge lies in coordinating the efforts of diverse actors, all using different mechanisms, to achieve biodiversity conservation goals at the scale of bioregions.

The growth of the private reserves movement in the region holds much promise for protecting working landscapes. However, there is a need to develop further the criteria and management guidelines for private reserves at a regional level. Legal and institutional mechanisms must be in place to encourage and ensure management agreements. Long-term provision for management and monitoring will be essential to assure adherence to agreements, as well as to evaluate the effectiveness of different approaches.

Any strategy for conservation of Andean cultural landscapes will require tools, adapted to the special characteristics of the Andean context, that can be applied across a mosaic of land ownership and use patterns. It will respect the land and resource rights of indigenous and other traditional peoples. It will rely on approaches that engage local residents and communities, and build on long traditions of caring for natural and cultural heritage.

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SUMMARY OF GROUP DISCUSSION

Wednesday, 16 June 1999

Advancing the Protected Landscape Approach

Shaping a WCPA Program on Protected Landscapes

Summary of Key Points From Group Discussion

Presentations gave an overview of the Category V Protected Landscape approach globally and looked at specific case studies in the Andean region of South America. Participants talked about a range of topics, such as the advantages or disadvantages to giving an area the protected landscape designation, the role IUCN might play in promoting the protected landscape approach, and cultural and economic issues that arise from an international designation. The following is a summary of key points brought out during these discussions.

WHAT ARE SOME OF THE ADVANTAGES OR DISADVANTAGES OF A PROTECTED LANDSCAPE DESIGNATION?

- Looking at the example of the Quijos River Valley in Ecuador, the protected landscape designation acknowledges that the area has been managed by humans since pre-Colombian times. By taking part in the decision-making process and helping to create a management plan, people are empowered. They have a sense of ownership and will act more responsibly.
- By providing for compatible human uses within a protected area, the designation can be a good selling point politically.
- Up to this point, Category V is the only way to recognize and protect agricultural biodiversity.
- Category V protection will work well on islands where there is a great deal of biodiversity but a very small land base.
- The protected landscape designation could be useful in the United States where there is a need to expand the method of land protection beyond the model of national parks. In some parts of the United States, there is a great deal of resistance to any type of federal ownership. An example to look at is an area called "Chateauguay No Town" in central Vermont where the idea of a "protected landscape" grabbed the imagination of local people. At some point down the road, there may be a role for government; but at present, land protection options are being explored by a group of local citizens.
- The designation can be a hindrance in some situations. One example cited was a site placed on the cultural heritage list where local people now expect compensation but no longer want to work.
- The word "protected" may have negative connotations for some people.
- The designation is what people make of it at the local level. It can be a beginning—a stepping stone for local action.

WHAT ARE SOME OF THE DILEMMAS REGARDING THE PROTECTED LANDSCAPE DESIGNATION?

- By creating guidelines and giving certain areas an international designation, are we adding to the homogenization of landscapes and cultures?
- Are all working landscapes worthy of protection? How do we decide, and who decides? What if the local people don't value an area? Do we believe in holding places in trust for the larger community? Sometimes people need to be convinced of the value of their own heritage. Over the long run, conservation is rarely successful without local commitment.
- If certain cultural elements are no longer relevant, do we insist on their preservation? If people want to move to the cities for better economic opportunities, do we try to discourage it? They might want the traditional ways to continue but not necessarily to be a part of them. They may not want to have the cultural knowledge within themselves but to somehow have access to it.

WHAT TERMINOLOGY SHOULD BE USED?

- From a biocentric point of view, some people would say that all landscapes are working landscapes.
- A designated cultural landscape does not necessarily need to be "nature friendly".
- The protected landscape concept must link together what the World Heritage Committee considers a "cultural landscape" and what IUCN refers to as a "protected landscape."

HOW DO WE WORK WITH LOCAL COMMUNITIES?

- Try to create incentives to help people stay in rural areas. If you can provide a system where people share the benefits of the local landscape, they are not as likely to migrate to cities. We must find ways to create uses and markets as a way to share the benefits.
- Local people need to be responsible for a landscape's protection in order for protection to work. Example (France): Local people can make a proposal to the French government to recognize their area as a special place. They then get money and help to market their regional products. It's a voluntary process, not forced from the top down. The government provides some mechanisms and resources.
- We must understand how a landscape functions and develop strategies to empower people so that they can make better choices.
- The challenge will be in how to develop policies that recognize and incorporate traditional values and practices. We must take into account the political goals and needs of the community.

SOME THOUGHTS ON INDIGENOUS CULTURES

- IUCN should develop a new category that recognizes indigenous peoples.
- We must recognize a group's basic cultural rights, such as group members' right to use their own language, to associate, to be recognized as a group, and the right to control their own resources. We must also recognize their right to hold on to their own knowledge (such as sacred sites) and not reveal it.
- Governments often do not interact with the right people (such as spiritual leaders). Rather, they work with those who are the easiest to work with. This can lead to the erosion of traditional ways.
- When indigenous people migrate to cities, they often give up their traditional dress for "western" styles, and we no longer recognize them as coming from an indigenous culture. They still may want to preserve their culture.

SOME THOUGHTS ON TOURISM

- It is difficult to reconcile the working landscape with tourism. The tourist industry operates by trying to freeze a landscape or culture as a way to sell an idea or image. All landscapes are changing, and the tourist industry must recognize this.
- We need to find ways to give value to local cultures so that rural people have equal power in negotiating with tour operators and deciding how tourists will visit their area.

SOME THOUGHTS ON ECONOMICS

- Suggestion: A tax on multinational corporations on a global scale should be introduced, and it should be used to fund organizations that protect local cultures. With the present practice of corporations making charitable contributions as a tax write-off, there is no deep acknowledgment of what they are destroying and no acceptance of responsibility.
- Land managers are really just addressing cosmetics if they don't address the underlying issues of poverty.
- Look at different ways, other than money, to improve the quality of life locally. There should be ways to find satisfaction other than the purchase of material goods that are part of the globalization process.
- Find ways to make local products more market-friendly.
- Develop sustainability indicators and track how the community is doing within these, rather than using the traditional gross national product (GNP).

WHAT IS THE CONNECTION BETWEEN LANGUAGE AND CULTURAL PRESERVATION?

- It is important that children be educated in their native language because studying in another language changes the thought process. Instruction in a child's first language greatly increases the child's ability to learn.
- In St. Lucia, Creole has gone from a shunned language of the marginalized to a language that inspires pride. The government has placed Creole on a par with English in parliament, and attempts are being made to standardize the language, with the development of a dictionary and Bible.

- There were differing views on whether it is a good idea to develop a written form for a language in order to help preserve it; there is a strong connection between speaking and doing. One view was that relying on publishing a written form for the purpose of language preservation results in a "dead" language.
- Language contributes to the preservation of a culture through the many words developed over time for foods and cultural activities.

WHAT ROLE MIGHT IUCN PLAY?

Traditionally, organizations like IUCN have been seen as the standard bearer for the environment. Can we think of moving from standard bearer to service provider? Of putting the local community into the preeminent position as the client? Can we help a community find legal advice or set up a land trust? Can we say if you want us, call us and let locals be their own spokesmen even if they are not as eloquent as international organizations?

IUCN might:

- Provide skills-training for local people as well as conservation professionals in areas such as:
  - Social science training to help with process;
  - Physical science training to identify natural resources;
  - Training to use various tools such as mapping; and
  - Training in conflict resolution. Conflict resolution skills will be essential for managers in the future, as well as consensus-building. Managers will need to talk with communities, with key stakeholders, and involve them in dialogue in order to reach solutions.
- Develop management structures, action strategies, and facilitation for coalition-building from the local level on up.
- Provide processes for the discussion and adaptation of designation standards.
- Communicate information on Category V case studies so that conservation professionals do not need to reinvent the wheel.
- Provide help in developing ecotourism industries.
- IUCN could possibly play a role in setting "green" certification standards, not only of products but for members of the tourist industry.
- In order to provide these services, IUCN might need to shift to a more regional focus.

WHAT ARE SOME CHALLENGES WE ARE FACING?

- Getting the participation of local people is a long process. How do we balance that with the need for urgency?
- Organizations like IUCN need to help governments work with social and cultural issues, but they have much more experience dealing with environmental issues.
- Category V needs to have its own legitimacy so that it is not seen as a stop on the way to a stricter form of protection.

THINGS TO REMEMBER

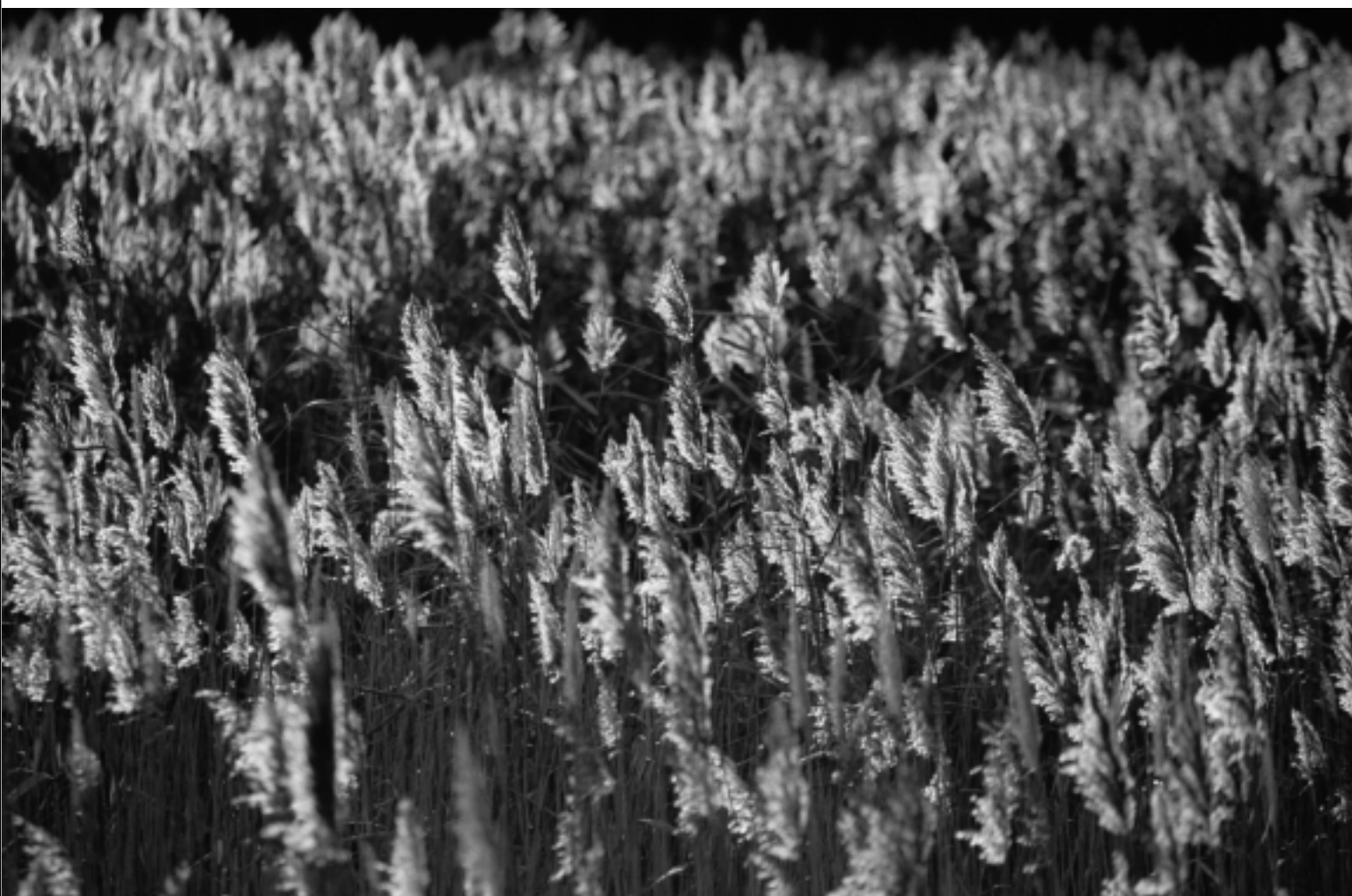
- Do not ignore conflict. Conflict will always be present. It is not a result of failure but a bridge to change. It is a step in the solution of a problem—the opening of a debate.
- We must accept that we can not follow rapid timetables; this all will take time.
- We must manage the process of change so that essential qualities are maintained. Local people must be able to secure economic and social opportunities the same as everyone else. In order to do that, we must understand the complexity of the landscape and empower people so that they can better make their own choices.
- It is important to distinguish change from unraveling.
- Increasingly, we are seeing the power of the people rather than of politicians. If we can empower people, in most societies politicians will follow.
- It is important to represent and understand the full range of values a place holds. It is easier to see and measure biodiversity, but more difficult to recognize cultural and spiritual values.

SUMMARIES OF THE TWO WORKING GROUPS

Thursday, 17 June 1999

Working Group #1: A Global WCPA Program on Protected Landscapes

Working Group #2: A Pilot Program in the Andean Region



Working Group #1: A WCPA Global Program on Protected Landscapes

One of the goals of the working session was to help in the development of a global program on protected landscapes for the World Commission on Protected Areas. All of the participants at the session participated in an overall discussion of this idea. Then, a smaller group took those ideas and began to formulate a framework for a three- to five-year global program.

By shaping a global program on protected landscapes, the group felt that there were a number of potential roles for IUCN-WCPA in partnership with others. These roles could include:

- Promoting the understanding of the importance of protected landscapes and their relationship to similar efforts that center on cultural landscapes, working landscapes, living landscapes, and so on;
- Helping others to manage change in valued landscape communities;
- Acting as a clearinghouse on stewardship;
- Empowering local people to be active participants in the identification and management of protected landscapes;
- Showing how benefits of protected landscapes can be shared among all participants and resources; and
- Improving the quality of life and the quantity of resources (funding, recognition, education, skill-building, etc.).

These and other ideas led into a more concentrated discussion of a global program. Those participating in this discussion agreed that the main client of such a program is WCPA itself, bringing into the discussion all members of WCPA, following up on the 1996 Montreal Resolution that requires IUCN to develop the protected landscape concept, working to gain support for the use of Category V more widely, and addressing any issues that may arise. Also, the group agreed that the purpose of a global program for protected landscapes would be "to promote and demonstrate the use of Category V as a functional and practical mechanism for the protection of biodiversity, cultural diversity, and sustainable use of resources."

Using this mission as a guide, the group emphasized the intent to develop a detailed three-year program that would identify key partners in the effort, research existing protected landscape areas, develop case studies, develop discussion and promotional material, and identify and work with specific regional protected landscape projects, such as in the Andean region.

The immediate task is to get support from the WCPA Steering Committee to formalize a working group of the Commission to develop the program on its behalf. The working session meeting agreed to set up an informal working group to carry on this effort until that recognition is received. The working group is made up of:

- Michael Beresford, Co-Director of the International Centre for Protected Landscapes;
- Jessica Brown, Vice-President for International Programs, QLF/Atlantic Center for the Environment;
- Richard Carbin, founder and first president of the Vermont Land Trust;
- Felix Haibach, IUCN-WCPA;
- Nora Mitchell, Director, Conservation Study Institute of the U.S. National Park Service; and
- Fausto Sarmiento, Associate Director, Center for Latin American and Caribbean Studies, University of Georgia.

There is great commitment on the part of the current informal working group, and all involved look forward to WCPA support.

Working Group #2: A Pilot Program in the Andean Region

As part of the working session two focus groups were organized to assist WCPA in formulating a global protected landscape program and to describe how the protected landscape approach could be applied in the Andean region. This paper summarizes the outcome of this work by the Latin American participants attending the session who discussed a pilot program in the Andean region.

The group first agreed on a methodology for its discussion, identifying the main outcomes of the exercise and the who, what, where, when, and how of applying the protected landscape category in the region. All agreed that the various players in such an undertaking—regional and multilateral organizations, government agencies at all levels, NGOs, universities and research centers, and the traditional and indigenous communities—must be part of a holistic collaborative process as stakeholders for conservation and development. The task of applying Category V in the region should aim for enrichment of sustainable development options and bring to reality the notion of culture and nature as being an integral unit with an important role for local people. Finally, participants underscored that it is important to recognize the great geographic and cultural diversity of the Andes in defining regional priorities or pilot "demonstration sites."

The group felt that the implementation of Category V in the region would be a significant help in changing the "paper parks" concept and would lead to a review of management categories and efficiency of management. Also, having protected landscapes will provide an opportunity to acknowledge that people and nature are intrinsically bound together in their communities and that this creates opportunities that reflect beneficial traditional practices.

In order to pursue a project in the Andes, the group identified important criteria and indicators to help prioritize potential sites or projects. These criteria and indicators included consideration of heirloom plants, holistic rearing (not only agriculture but livestock, root recollection, firewood, etc.), water management, cultural boundaries, ecotones (mental construct), and IUCN membership (with sponsorship and/or recognition of a project).

Finally, the group agreed that no single pilot project could respond to the variety of needs and situations in the Andes. First, there is the need to stress the idea of interaction between the highlands and lowlands of the region. Second, awareness of this interaction should provide the legal base for buffer zone management. Therefore, the group decided to select appropriate themes and agreed to produce a workable strategy built around these themes rather than around a specific geographical area. The important themes identified were traditional agriculture, highland tourism, cultural heritage, production alternatives, and indigenous management. To move these ideas forward, places for each of these themes were identified as well as a facilitator for each theme and place. Finally, potential seed money to get things started in each thematic category and place were listed.

The goal of the group will be to design a truly regional approach that includes biological, cultural, and spiritual concerns. This comprehensive project takes on the condor as a biological flagship and viracocha as a mythological flagship, aiding the establishment of a system of protected landscapes throughout the region by adopting the "Condor Route" or the "Viracocha Route" as a leading project.

To carry on with the refinement of these ideas, Fausto Sarmiento, Associate Director of the Center for Latin American and Caribbean Studies at the University of Georgia, has agreed to be the coordinator and facilitator for the group. Others participating in these discussions include:

- Alejandro Argumedo, Director, Indigenous Peoples' Biodiversity Network;
- Jack Rodriguez, Technical Director, FUNDRAE;
- Mireya Muñoz, Nogales & Asociados, Consultore Internacionales;
- Guillermo Rodriguez, Project Coordinator, Fundacion Pro-Sierra Nevada de Santa Marta; and
- Miriam Torres Angeles, Huascaran-Huayhuash Director, The Mountain Institute-Andes Program.

This group has already agreed to meet in the region to draft project proposals. They would appreciate a strong expression of support from IUCN and its regional office in Quito.

Important Outcomes Since the Working Session Concluded

In the introduction to these proceedings we summarized seven outcomes. The end of the working session has not meant the end of following through on the recommendations that emerged. Both the Protected Landscapes Working Group to develop a WCPA global program and the Andean Region Working Group have continued discussions and work.

Importantly, materials relating to the session were prepared for discussion by the WCPA Steering Committee at its meeting in Moscow in mid-July. The Steering Committee endorsed the recommendations of the working session and agreed to establish a Protected Landscape Task Force with the responsibility of developing a Global Program on Protected Landscapes for the WCPA. Michael Beresford, Co-Director of the International Centre for Protected Landscapes, has agreed to chair the task force.

As part of the presentation to the WCPA Steering Committee, WCPA Chair Adrian Phillips prepared a brief paper titled "Protected Landscapes—A Protected Areas Model for the 21st Century," capturing the rationale and purpose shared by the working session participants. His paper follows this summary.

Finally, the work on the Andean pilot project continues with Fausto Sarmiento coordinating the effort. It appears there is a chance to obtain some seed money to carry on the planning for a truly imaginative proposal.

Protected Landscapes—A Protected Areas Model for the 21st Century

Adrian Phillips

Chair, IUCN World Commission on Protected Areas

National parks, nature reserves, and other protected areas now cover nine percent of the land surface of the world—equivalent to the combined areas of India and China. This global network represents a priceless gift from this century to the next. It gives future generations the assurance that at least some parts of the Earth will remain in a natural or near-natural state.

But ideas about protected areas are changing fast. Where once they were planned and managed against people, now we believe they should run with, for, and—in some cases—by them. Where we used to talk of "setting aside" areas, now we stress that such places should serve social and economic objectives, as well as habitat preservation and the assurance of biodiversity. Each protected area tended to be developed separately in the past; now we seek to plan them as part of a national or even international system. Most protected areas were managed as "islands"; now there is interest in developing networks, where strictly protected areas are buffered and linked by green corridors. Scenic preservation used to drive protected areas' establishment; now scientific, economic, and cultural reasons are often more influential. Visitors and tourists used to be the managers' first concern; now it is often local people. Protection was all; now restoration also plays a part. And where the initiative used to lie mainly at the national level, now it is also to be found at the local and international levels, too. With this expansion of the protected area concept we can truly talk of a new paradigm.

This paradigm is the context in which all protected areas should be managed in the coming century. The need for more and better-managed protected areas of all kinds has been repeatedly demonstrated, and the cornerstone of conservation efforts in many countries will continue to be the more strictly protected sites—Categories I-IV in the IUCN system of protected areas management categories. Such areas are not suited to places where people live and work, but settled areas nonetheless contain important conservation values, such as in some farming areas; also, the scope for bringing natural or near-natural areas under conventional protection in national parks is fast diminishing. So we require new models of protected areas as well as the more traditional ones, thus making use of the full range of IUCN protected area management categories.

This is why there is growing interest all around the world in protecting places where people live and work, as well as more natural areas where human presence is less evident. In the language of IUCN's protected area management categories, such places are Category V areas, or Protected Landscapes/Seascapes.

The term "landscape," by its very definition, brings together people and nature. It is a product of their interaction. Protected landscapes are lived-in, working landscapes that have special natural and cultural values deserving recognition and protection. As with the new category of cultural landscapes under the World Heritage Convention, the concept is based on the links between nature and culture, not their separation. Local communities are central to the management of protected landscapes.

The economic, social, cultural, and environmental aims for the landscape embody the community's traditions and values. Protected landscapes thus maintain the integrity of the relationship between people and their environment.

The use of the protected landscape approach has many benefits. By including working landscapes that are rich in biodiversity and demonstrate sustainable use of natural resources, the protected areas' estate can be extended. Protected landscapes can also reinforce more strictly protected areas by surrounding them and linking them with landscapes managed for conservation and sustainable use. They can help to conserve both wild biodiversity and agricultural biodiversity, and to conserve human history alongside nature. They can support and reward the stewardship of natural resources, sustain rural economies, and help communities resist pressures from outside that could undermine their way of life. Skills and standards developed within such areas can be applied elsewhere, both in rural areas in general and in more strictly protected areas. In this way, protected landscapes can become "greenprints" for a more sustainable future.

So far, the protected landscape approach has been used most often in Europe. But there is ample evidence around the world to show that potentially it has a much wider application. For example, protected landscapes

are being created in the mountains of the Andes, traditional coffee-growing areas of Central America, the landscapes of New England, and the rice terraces of the Philippines. The model seems particularly relevant to the conservation and development needs of small island developing states, such as those in the Pacific and Caribbean. What is emerging in a number of countries is a new kind of protected area, in which people live and work—a model well-suited to the new protected area paradigm of the 21st century. IUCN sees great potential in the wider adoption of the protected landscape approach, alongside other more strict categories of protected areas. Through its World Commission on Protected Areas, it plans to promote this concept vigorously in the years leading up to, and through, the next World Parks Congress in Durban, South Africa, in September 2003.

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APPENDICES

A. Agenda for the Working Session

B. Participant List

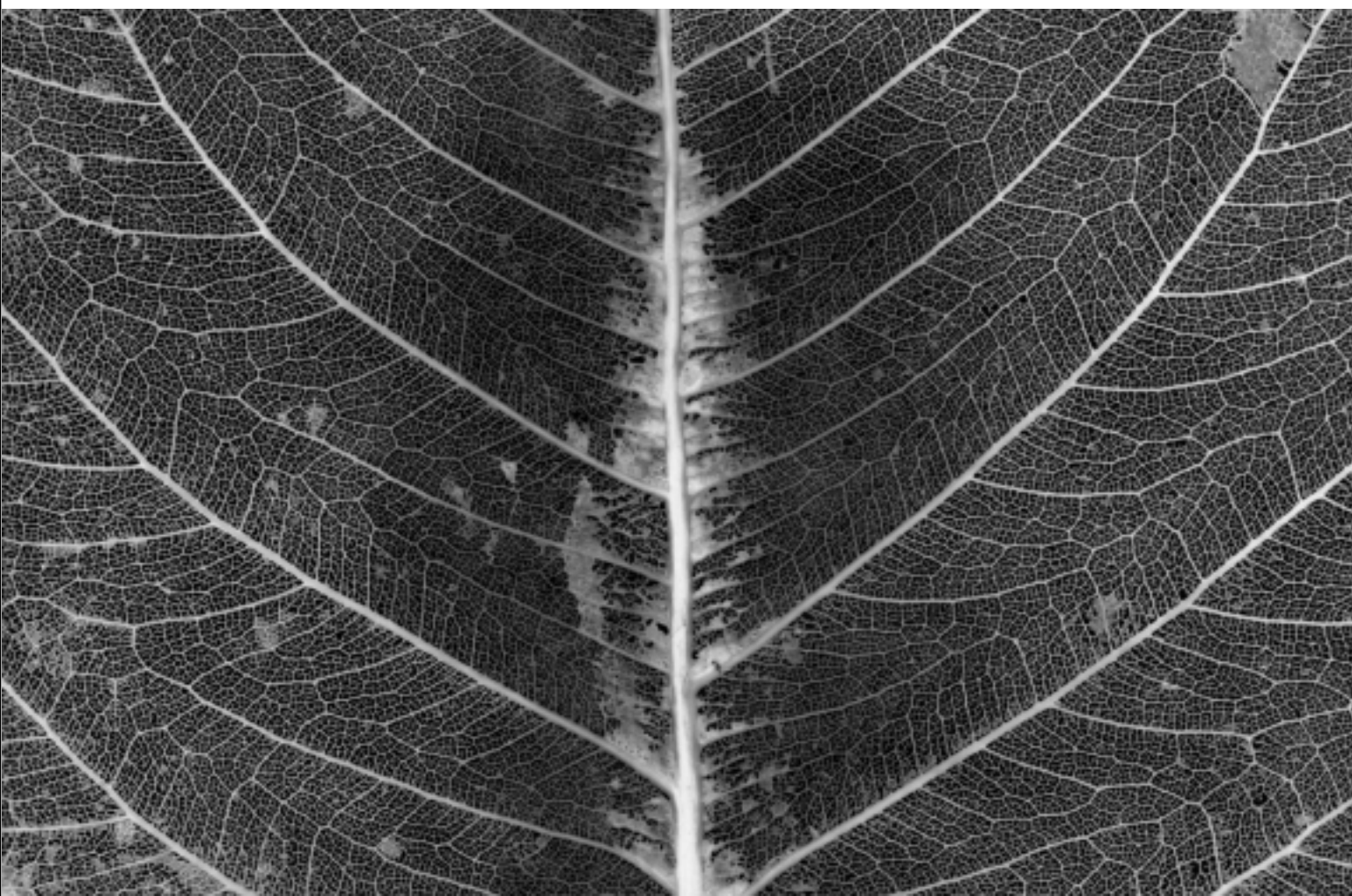
C. Participant Biographies

D. Participant Contact Information

E. IUCN Protected Areas Management Categories

F. Category V Protected Landscapes/Seascapes Definition

G. World Heritage Convention Definition of Cultural Landscapes



Appendix A

International Working Session on Stewardship of Protected Landscapes

A special meeting of the IUCN World Commission on Protected Areas (WCPA)

convened by the
Conservation Study Institute of the National Park Service and QLF/Atlantic Center for the Environment
in cooperation with the
International Centre for Protected Landscapes, US-ICOMOS and the George Wright Society
at
Marsh-Billings-Rockefeller National Historical Park, Woodstock, Vermont
Shelburne Farms, Shelburne, Vermont

AGENDA: 15-18 JUNE 1999

Tuesday 15 June

Afternoon	Arrivals and settling in
4:00	Optional tour of Marsh-Billings-Rockefeller National Historical Park
6:00	**Public presentation and reception** P.H.C. (Bing) Lucas, Vice-chair for World Heritage, IUCN World Commission on Protected Areas, *New Ways with Special Places: New England, New Zealand, New Hebrides and a New World*

Wednesday 16 June

9:00	**Welcome and overview of the working session** Rolf Diamant, Superintendent of Marsh-Billings-Rockefeller NHP Jessica Brown, Vice President, QLF/Atlantic Center for the Environment Nora Mitchell, Director, Conservation Study Institute Participant introductions
9:30	**Setting the Context: Protected Landscapes and New Directions Globally** (Moderator: Jessica Brown, QLF/Atlantic Center for the Environment) Adrian Phillips, Chair, IUCN World Commission on Protected Areas, *New Directions for Protected Areas* Michael Beresford, Co-Director, International Centre for Protected Landscapes, *Protected Landscapes: State of the Art and Emerging Challenges* Nora Mitchell, Conservation Study Institute, and Susan Buggey, University of Montreal, *Category V Protected Landscapes in Relation to World Heritage Cultural Landscapes: Taking Advantage of Diverse Approaches*
11:00	**Advancing the Protected Landscape Approach: Opportunities and Challenges** (Facilitator: David Harmon, George Wright Society; Rapporteur: Brent Mitchell, QLF/Atlantic Center for the Environment) Discussion: · What are the key opportunities and challenges? · How can IUCN and partners help?

1:30 **The Andean Context**
(Moderator: Larry Hamilton, Mountains Network, World Commission on Protected Areas)

Miriam Torres Angeles, Huascaran-Huayhuash Project Director, The Mountain Institute-Andes Program, *A Peruvian Perspective on Protected Landscapes as a Tool for Highlands Conservation and Stewardship*

Guillermo Rodriguez, Director, Fundación Pro-Sierra Nevada de Santa Marta, *The Sierra Nevada de Santa Marta, Colombia*

Jack Rodriguez, Technical Director, FUNDRAE, and Fausto Sarmiento, Associate Director, Center for Latin American and Caribbean Studies, University of Georgia, *The Quijos River Valley of Ecuador: A Proposed Protected Landscape in the Andes*

Mireya Muñoz, ICOMOS-Bolivia, *Protected Landscapes in Bolivia*

Alejandro Argumedo, Director, Indigenous People's Biodiversity Network, *Agriculture and Working Landscapes in the Andes*

Jessica Brown, *Stewardship of Andean Landscapes: A Potential Role for Category V Protected Areas*

3:15 **Shaping a WCPA Program on Protected Landscapes**
(Facilitator: Adrian Phillips, World Commission on Protected Areas;
Rapporteur: Nora Mitchell, Conservation Study Institute)

Discussion:
· Potential role for IUCN-WCPA and partners
· Brainstorming of project ideas
· Framing a three-year program

5:00 **Review of key points and preparation for working groups**
(Facilitator: David Harmon, George Wright Society)

5:30 Adjourn

6:00 Reception hosted by Marsh-Billings-Rockefeller National Historical Park

Thursday 17 June

8:30	**Working groups meet**
	A Global WCPA Program on Protected Landscapes (Facilitator: Michael Beresford, International Centre for Protected Landscapes)
	A Pilot Program in the Andean Region (Facilitator: Fausto Sarmiento, Center for Latin American and Caribbean Studies)
	Topics for both groups to include: · Elements of a three-year program · Identifying key partners · Possible funding sources · Next steps
11:00	Reporting out and closing comments (Facilitators: Jessica Brown, QLF/Atlantic Center for the Environment and Nora Mitchell, Conservation Study Institute)
12:00	Lunch and overview of field trip Anne Drost, QLF/Atlantic Center for the Environment Phil Huffman, Conservation Consultant
1:00	Field trip: Protecting Working Landscapes in the Champlain Valley
	· The proposed Champlain-Richelieu Heritage Area
	· The Vermont Land Trust: Sustaining Working Farmlands
	· The Sustainable City Program of Burlington, Vermont
6:00	Meeting and reception with Peter Clavelle, Mayor of Burlington

Friday 18 June

9:00-4:30	**Public Forum and Workshop on Protecting Working Landscapes: An International Perspective**
5:00	Optional tour of Shelburne Farms

Appendix B

Participant List

International Working Session on Stewardship of Protected Landscapes
15-18 June 1999
Woodstock and Shelburne, Vermont, USA

Alejandro Argumedo, Director, Indigenous Peoples' Biodiversity Network (Peru)

Michael Beresford, Co-Director, International Centre for Protected Landscapes (United Kingdom)

Jessica Brown, Vice-President for International Programs, QLF/Atlantic Center for the Environment (USA)

Jon Calame, Special Projects Manager, World Monuments Fund (USA)

Rick Carbin, Vermont Council on Scenic Preservation (USA)

Susan Buggey, Adjunct Professor, School of Landscape Architecture, Université de Montréal (Canada)

Rolf Diamant, Superintendent, Marsh-Billings-Rockefeller National Historical Park (USA)

Felix Haibach, IUCN Protected Areas Programme (seconded by the World Bank) (Switzerland)

Lawrence Hamilton, Vice Chair for Mountains, IUCN World Commission on Protected Areas (USA)

David Harmon, Executive Director, The George Wright Society (USA)

P.H.C. (Bing) Lucas, Vice-Chair for World Heritage, IUCN World Commission on Protected Areas (New Zealand)

Brent Mitchell, Director of Stewardship, QLF/Atlantic Center for the Environment (USA)

Nora Mitchell, Director, Conservation Study Institute (USA)

Mireya Muñoz, President, ICOMOS—Bolivia (Bolivia)

Adrian Phillips, Chair, IUCN World Commission on Protected Areas (United Kingdom)

Guillermo Rodriguez, Project Coordinator, Fundación Pro-Sierra Nevada de Santa Marta (Colombia)

Jack Rodriguez, Technical Director, FUNDRAE (Ecuador)

Giles Romulus, Director, St. Lucia National Trust (St. Lucia)

Fausto Sarmiento, Associate Director, Center for Latin American and Caribbean Studies, University of Georgia (USA)

Barbara Slaiby, Conservation Study Institute (USA)

Guy Swinnerton, Professor of Parks and Outdoor Recreation, University of Alberta (Canada)

Miriam Torres Angeles, Huascaran-Huayhuash Project Director, The Mountain Institute- Andes Program (Peru)

Eva (Lini) Wollenberg, Center for International Forestry Research (Indonesia)

APPENDIX C

PARTICIPANT BIOGRAPHIES

Alejandro Argumedo

Alejandro Argumedo is the International Coordinator of the Indigenous Peoples' Biodiversity Network, an association of indigenous peoples and indigenous peoples' organizations working towards the common goal of nurturing biological diversity for the benefit of indigenous communities and humankind as a whole. The IPBN is active in sustainable communities and community-based conservation activities. He is the former Executive Director of Cultural Survival Canada and Coordinator of the Indigenous Knowledge Programme.

Alejandro is involved in the work of various international environmental treaties, including the Convention on Biological Diversity, the Ramsar Convention on Wetlands, the Desertification Convention, the Framework Convention on Climate Change, and the Intergovernmental Panel on Forests. He has been a consultant on issues related to biodiversity, indigenous knowledge, and protected areas to the World Bank, the Global Environment Facility, the United Nations Development Programme, and other bilateral agencies. Currently he is Biocultural Diversity Programme Director with the Asociacion ANDES, a Peruvian indigenous NGO, working in the establishment of the "Ruta Condor," an Andean Landscape project that aims at linking indigenous and local communities' landscapes from Venezuela to Chile.

Michael Beresford

Michael Beresford trained as a land manager, landscape architect, and environmental planner. He has over 25 years of experience as a working professional in protected landscapes management, culminating as Director of the Brecon Beacons National Park in Wales—a protected landscape.

In 1991, with Professor John Aitchison, he established the International Centre for Protected Landscapes (ICPL) at Aberystwyth in Wales. ICPL is an advisory, training, and research agency linked to the University of Wales. Its mission is to safeguard and enhance both cultural and natural facilities within viable programs of economic and social development—the heart of the protected landscape approach.

During the past eight years, he has written widely on protected landscape issues and established training and research programs with Moi University in Kenya, the Kenya Wildlife Service, the University of the South Pacific, and the South Pacific Regional Environmental Programme.

Michael has been an active member of IUCN's World Commission on Protected Areas since 1991. He is also a member of the Commission on Economic, Environmental and Social Policy. He sits on the Collaborative Management Working Group.

Jessica Brown

Jessica Brown is Vice President for International Programs at QLF/Atlantic Center for the Environment, where she is responsible for training, technical assistance, policy research, and peer exchange programs focusing on land conservation and stewardship. The program, in partnership with local institutions in northeastern North America and abroad, has reached over 350 conservation professionals and community leaders in target regions of Latin America, the Caribbean, Central Europe, and the Middle East.

Before joining the QLF staff in 1985, Jessica spent three years in the Turks and Caicos Islands working with local conservation and community development projects. During 1993 she spent a sabbatical leave in Central Europe researching trends in stewardship of rural landscapes. More recently, her international work has included training and research projects in Costa Rica, the Czech Republic, Hungary, Poland, Slovakia, and St. Lucia. She has worked as a consultant for clients including the National Park Service, WWF-International, the Ford Foundation, the Rockefeller Brothers Fund, and the German Marshall Fund of the United States.

Jessica is a member of the IUCN World Commission on Protected Areas and the IUCN Collaborative Management Working Group, and serves on governing and advisory boards for several nonprofit organizations. She has a master's degree from Clark University and a bachelor's degree from Brown University. Her recent publications focus on topics related to stewardship, private land conservation, and the changing role of protected areas in society.

Grazia Borrini-Feyerabend

Grazia Borrini-Feyerabend is an independent consultant. Her work focuses on applied aspects of social sciences in conservation and, in particular, on processes, agreements, institutions, and policies for participatory (collaborative) management of natural resources. She currently provides field-based technical support to participatory management initiatives (most recent assignments in Egypt, Iran, Cameroon, and Madagascar) as well as developing and facilitating learning experiences. She is the author of numerous books (all action-oriented on the basis of lessons learned in the field), has organized many meetings and workshops, and developed and animated an International Working Group. Past assignments include heading the Social Policy Program of the World Conservation Union (IUCN), carrying out long-term consultancies for FAO and IIED, designing a postgraduate training program for District Managers of Primary Health Care in Rome, teaching and carrying out research at the School of Public Health at the University of California, Berkeley.

Grazia has a Doctoral Degree in Physics and a Masters Degree in Public Health. Her publications include *Beyond Fences: Seeking Social Sustainability in Conservation* (2 vols., ed., 1997); *Our People, Our Resources* (with Barton, De Sherbinin and Warren, 1997); *Collaborative Management of Protected Areas: Tailoring the Approach to the Context* (1996); *The Wealth of Communities* (with Pye-Smith, 1994); *Environment and "Health as a Sustainable State"* (1992); *Lessons Learned in Community-Based Environmental Management* (1991); and *Enhancing People's Participation in the Tropical Forests Action Programme* (1993). Her most recent work is guidelines on "Negotiating Agreements for

the Collaborative Management of Natural Resources" (1999).

Susan Buggey

Susan Buggey has been active in research, evaluation, and writing on cultural landscapes for 25 years. As Director of Historical Services for Parks Canada, she was responsible for the service's national multidisciplinary research program on history and the built environment, including cultural landscapes.

She is now Adjunct Professor in the School of Landscape Architecture at the Université de Montréal. Susan has taught historic landscape preservation courses at several Canadian universities and in various NGO short sessions. She also directed Parks Canada's in-house training courses on cultural landscapes and was principal writer and narrator of its training video *Cultural Landscapes Cultural Resources*. Since 1975, she has contributed articles on historic landscape preservation to national and international publications.

Susan has participated in UNESCO's international expert meetings to develop criteria for inclusion of cultural landscapes (1992,1993) and canals (1994) on the World Heritage List and IUCN's World Commission on Protected Areas' symposium to set directions for the 21st century (1997). A current member of WCPA, she is a past executive member and ongoing participant in the Association for Preservation Technology and the Alliance for Historic Landscape Preservation. She also contributes to ICOMOS Canada, the ICOMOS/IFLA International Committee on Historic Gardens and Sites, and the ICOMOS International Working Group. In 1996, she was honored with the Harley J. McKee Award for outstanding contributions to the field of preservation technology.

Jon Calame

Jon Calame is currently the special projects manager for the World Monuments Fund in New York, a nonprofit organization dedicated to highly endangered cultural heritage worldwide with active conservation field projects in Poland, Bosnia-Herzegovina, the Czech Republic, Italy, Cambodia, and Turkey. Jon is currently managing WMF's pilot project for collaborative culture-nature conservation of endangered mixed resource sites in Central America. He has a master's degree in historic preservation from Columbia University's School of Architecture and specializes in issues related to post-war reconstruction.

Rick Carbin

Richard W. Carbin has been professionally involved in Vermont land-use planning, community development, and land conservation since 1973. He served as Executive Director of the Ottauquechee Regional Planning Commission based in Woodstock from 1974-1980. During that time, Rick founded the Vermont Land Trust, a private nonprofit conservation organization. The Land Trust was designed to complement the planning process. It specifically emphasized the use of nonregulatory methods to conserve the rural character of Vermont. Rick served as the Trust's first Executive Director and President from 1980-1990. Since its founding, the Vermont Land Trust has conserved over 300,000 acres of Vermont's working landscape, entirely through permanent voluntary agreements with landowners.

In 1990, Rick also founded the Countryside Institute to encourage interdisciplinary approaches to community planning, conservation, and development, and served as the Institute's first President. A major accomplishment during that time was to institutionalize the International Countryside Exchange. The Exchange brings together professional community planners in teamsthat advise local communities on problems the communities themselves have identified. The Institute merged after its first three years with the Glynwood Center in Cold Springs, New York, which now continues the Institute's program at a facility that also acts as a community planning training center.

In 1993, Rick left the Institute to assume the governor-appointed chairmanship of the Vermont Council on Scenic Preservation, a position he continues to hold. Rick also works as an independent planning consultant and volunteers as a trustee on a number of non-governmental corporate boards.

Rolf Diamant

Rolf Diamant is Superintendent of the Marsh-Billings-Rockefeller National Historical Park in Woodstock, Vermont. The park, which opened in 1998, interprets the history of conservation and the challenge of being a responsible steward and citizen in an increasingly complex world. The park's 550-acre forest is one of the oldest planned and continuously managed woodlands in North America. The new park and its associated Conservation Study Institute work with academic and nonprofit partners on a variety of educational, research, and outreach initiatives, staying informed of new developments in the field of conservation and promoting an active exchange of ideas among the academic community, practitioners, and the general public. This vision of conservation encompasses natural, cultural, and recreational resources, recognizes the importance of sense of place, and emphasizes the role of people in conservation.

Previous to his appointment as the first superintendent of Marsh-Billings-Rockefeller National Historical Park, Rolf served as the Superintendent of the Frederick Law Olmsted National Historic Site and worked on the establishment of the Olmsted Center for Landscape Preservation. Prior to his work in park management, Rolf directed the National Park Service's Wild and Scenic Rivers Program in New England and co-authored *A Citizen's Guide to River Conservation*, published by the Conservation Foundation/World Wildlife Fund. He coordinated the effort that led to the congressional designation of the Wildcat River in New Hampshire under the Wild and Scenic Rivers Program, the first national river designation based entirely on community stewardship and continued private ownership. Early in his career, Rolf was involved in the planning of the first generation of national heritage areas (Blackstone River and Canal national heritage corridors) and urban

national recreation areas in New York, San Francisco, and Los Angeles (Golden Gate, Gateway, and Santa Monica Mountainsnational recreation areas, respectively).

Rolf was a Loeb Fellow in Advanced Environmental Studies at the Graduate School of Design at Harvard University and a Beatrix Farrand Fellow at the College of Environmental Design at the University of California, Berkeley. He holds a Bachelor of Science degree in Natural Resource Conservation and a Master of Landscape Architecture degree from the University of California, Berkeley.

Felix Haibach

Since 1997, Felix Haibach has served as a Junior Professional Officer with the World Bank in Washington, D.C., in External Affairs and Special Programs. Currently, he is on secondment to IUCN headquarters in Gland, Switzerland.

From 1995 to 1997, Felix acted as Political Analyst and Speechwriter to German Chancellor Helmut Kohl in Bonn, Germany.

Felix received an MA in Politics and Economics of Transition in Prague, 1995, through a joint degree program from Oxford and Columbia universities. In 1994, he received an MSc in International Relations from Georgetown University in Washington, D.C.

Lawrence S. Hamilton

Lawrence S. Hamilton is partner with wife Linda Hamilton in ISLANDS AND HIGHLANDS Environmental Consultancy based in rural Vermont.. He is Emeritus Professor of Natural Resources at Cornell University, having taught and researched there for 29 years, from 1951 to 1980. In 1993, he completed a 13-year tenure as Senior Fellow at the East West Center's Program on Environment, where he worked in the arena of watershed land use, protected areas, tropical rainforest conservation, and sustainable land use in small islands in the Asia-Pacific region.

Since 1970, Larry has been an active volunteer with the World Conservation Union (IUCN). For several years, he served on the Commission on Ecology and the Commission on Education. Since 1987, he has been an active member of the World Commission on Protected Areas, and while on that Commission was appointed Vice-Chair for Mountains in 1991. In this capacity, he and Linda Hamilton produce a quarterly newsletter called *Mountain Protected Areas UPDATE*, which nourishes a network of some 300 scientists and managers dealing with protected mountain areas around the world. He currently represents IUCN in the follow-up to the Mountain Chapter of Agenda 21 in a series of UN, national government, and NGO activities.

Born in Canada, Larry received his undergraduate education in forestry at the University of Toronto. During his forestry career, he worked on one of the last log drives on a river in northern Ontario, worked on a logging crew, in a sawmill, and cruised timber in the far north. He became a district forester in Ontario, working with reforestation of degraded farmlands and management of small private woodlots. He went to Cornell University in 1951, working first as Extension Forester and then teaching and researching.

He received his Ph.D. from the University of Michigan in Natural Resources Policy. He has been recipient of two Fulbright Fellowships and a University grant that took him as a visiting professor to the University of Queensland (Australia), the University of New England (Australia), and Waikato University (New Zealand), and a National Science Post-Doctoral Fellowship that took him to the University of California at Berkeley. He has carried out consultancies in Australia, Costa Rica, Venezuela, Trinidad, and Bhutan for IUCN, USAID, the Sierra Club, The World Bank, and UNESCO. He has authored, co-authored or edited more than 240 publications, including several books, during this lengthy career. His two most recent hardcover books were *Ethics, Religion and Biodiversity* (1993), and *Tropical Montane Cloud Forests* (1995). A complete list of publications is available on request.

David Harmon

David Harmon is the Executive Director of The George Wright Society, a nonprofit professional association of researchers, resource managers, administrators, and interpreters who work in parks and other kinds of protected areas. The Society organizes the USA's foremost interdisciplinary conference on protected areas and publishes a quarterly journal, *The George Wright Forum*, among other activities. Dave serves on the steering committee for the North American section of IUCN's World Commission on Protected Areas. He cofounded and serves on the board of the nonprofit organization Terralingua: Partnerships for Linguistic and Biological Diversity. He maintains an active research interest in protected area policy issues, the relationship between biological and cultural diversity, the impacts of globalization, and the philosophy of diversity.

P.H.C. (Bing) Lucas

P.H.C. (Bing) Lucas, who lives in Wellington, New Zealand, has a close interest in land stewardship. He is author of *Protected Landscapes—A Guide for Policy-makers and Planners*. He is a Fellow of the International Centre for Protected Landscapes based in Wales, and is a member of the center's advisory group. He was involved in the establishment of the Queen Elizabeth II National Trust in New Zealand and is a member of the Trust. He is a former Chair of the World Commission on Protected Areas (WCPA) and is a Member of Honour and former councilor of IUCN—The World Conservation Union. Currently, he is Vice-Chair for World Heritage for WCPA.

In his professional career in New Zealand, Bing was the first Director of National Parks and was subsequently Director-General of Lands, retiring from that post in 1986. Since then, he has undertaken assignments in many parts of the world and particularly in Asia, Australia, and the Pacific regions. Earlier, he was involved in establishing a technical co-operation program in conservation between New Zealand and Peru. He is a Companion of the Queen's

Service Order, an Officer of the Order of the Golden Ark (The Netherlands) for services to world conservation, and is an Honorary Fellow of the New Zealand Institute of Landscape Architects.

Brent Mitchell

Brent Mitchell is Director of Stewardship at QLF/Atlantic Center for the Environment, where he has worked for the past 12 years. His early work in land conservation in eastern Canada and northern New England now informs efforts to promote land stewardship internationally. His current focus is on exchange among professional peers working to protect conservation values of working landscapes in Central Europe, Latin America, and the Caribbean. For five years prior to joining the staff of QLF, Brent worked on parks and conservation projects in five countries of Latin America, and the Caribbean. He is a member of IUCN's World Commission on Protected Areas. He has lectured and published on topics related to protected areas and private land stewardship.

Currently, he is assisting the development of a new stewardship program in Catalonia and preparing a workshop on private lands conservation for an Inter-American conference on private reserves. In June 1999, he began leading a team of researchers on a review of current practice in integrating historic, cultural, and natural resources in landscapes of the United States and Canada, with guidelines to be published in 2001.

Nora Mitchell

Nora Mitchell is the Director of the National Park Service's recently established Conservation Study Institute. The Institute provides a forum for the National Park Service and the greater conservation community to discuss the history of conservation, the practice of conservation today, and future directions in the field. Institute programs encompass training and education, research, and sustaining knowledge networks within the conservation community. Nora is currently developing the program agenda for the Institute in partnership with the Marsh-Billings-Rockefeller National Historical Park, the Woodstock Foundation, the University of Vermont's School of Natural Resources; Quebec Labrador Foundation's Atlantic Center for the Environment, and Shelburne Farms.

For eight years prior to this, Nora served as founding director of the Olmsted Center for Landscape Preservation, the National Park Service's technical center for research, planning, and preservation stewardship of significant cultural landscapes. Based at the Frederick Law Olmsted National Historic Site, the Center fields teams of landscape professionals to work on cultural landscape projects across the country.

In her 18-year career with the National Park Service, Nora has worked on both the natural and cultural resource management of many national parks and on the development of national policy and guidelines. As a 1988 Dewitt Wallace Fellow in Historic Preservation, Nora spent a four-month sabbatical with the United Kingdom Countryside Commission studying cultural landscape programs. Since then, Nora has actively promoted the recognition and protection of cultural landscapes internationally. She is currently a member of the IUCN's World Commission on Protected Areas, sits on the board of US/ICOMOS—the national committee of the International Council on Monuments and Sites—and served as the first chair of the Historic Landscape Committee of US/ ICOMOS. She also serves on the board of the Alliance for Historic Landscape Preservation, a US/Canadian organization. Nora has also worked with cultural resource agencies in Canada and Norway on landscape preservation projects. Nora is the author of numerous papers, including a recent article on stewardship in *Environments* and a chapter in two books, *Cultural Landscapes of Universal Value* and *Nara (Japan) Conference on Authenticity*.

Mireya Muñoz

Mireya Muñoz has degrees in architecture from the Universidad de San Andrés in La Paz, Bolivia and the Universidad Católica de Colombia. She has experience in Architectural Conservation with ICCROM in Rome, Italy, in the Conservation of Works of Art program in Churubusco Center, Mexico City.

From 1974-78, she worked as an expert for UNESCO in Cuzco, Peru. She was the Director of the National Institute of Culture in La Paz, Bolivia in 1979, and the Coordinator of COLCULTURA's Restoration School in Bogota, Colombia from 1980-83. From 1984-96, Mireya was the Department Director of Cultural Repositories for the Central Bank of Bolivia. She was the Technical Advisor to UNDP's Cultural Heritage Project in Bolivia from 1988-93. Mireya was the President of ICOMOS/Bolivia from 1992-96, and the Relator on Cultural Landscapes at San Antonio ICOMOS Authenticity in Conservation Meeting in March of 1996. In May 1998, Mirya was Bolivia's representative at the World Heritage Center Meeting on Andean Cultural Landscapes in Valle de Colca, Arequipa, Peru. From 1996 to the present, she has been the Director of Cultural Area and Urban Restoration, Nogales & Asociados Consulting in La Paz, Bolivia.

Adrian Phillips

Adrian Phillips has worked in national and international organizations in the environmental and countryside fields for nearly 40 years. Trained as a geographer and planner, he has worked for UNEP in Kenya and IUCN in Switzerland. He was Director General of the Countryside Commission for 11 years until 1992. He now holds a part-time chair at Cardiff University, United Kingdom. Since 1994, he has been Chair of IUCN's World Commission on Protected Areas (WCPA).

In his time with the Countryside Commission, he worked to promote the ideas of protected landscapes internationally and organized the seminal 1987 Lake District Symposium. In WCPA, he has consistently argued for greater use of Category V approaches, believing that this is a means of linking conservation and sustainable use of natural resources.

Guillermo E. Rodriguez Navarro

Guillermo Rodriguez received an engineering degree in 1976 from the University de los Andes in Bogota, Colombia. His thesis was on the use of statistical models to classify archaeological pottery. In 1979, he received a Masters of Science degree in Applied Statistics in Archaeology from Wolfson College.

Guillermo participated in the Archaeological Project of Lost City in the Sierra Nevada de Santa Marta, Colombia. In 1982, he undertook research for a Ph.D. in archaeological settlement patterns in the Buritaca Valley Sierra Nevada de Santa Marta. In 1986, he was a founding member of Fundacion Pro-Sierra Nevada de Santa Marta. He was the Coordinator of the Sierra Nevada Conservation Strategy in 1993, and since 1997 has been developing a Sustainable Development Plan with a PDF GEF grant and a Learning and Innovation Loan from the World Bank.

Jack Rodríguez

In 1982, Jack Rodríguez graduated from San Gabriel High School with a diploma in chemical biology. His background is in the field of rights and administration from the Universidad Central and in hotel management and tourism, but he has always been connected with ecosystem conservation. From 1985 to 1990, Jack worked for the Agency Samoa Turismo. In 1990, he became the secretary of FUNDRAE (Fundación para el Desarrollo de la Región Amazónica Ecuatoriana), and in 1995, the manager of HOTURIS, Inc. He has been a delegate to several international ecotourism meetings.

For 10 years, FUNDRAE has worked with communities in the Ecuadorian Amazon region, running sustainable development programs. FUNDRAE was the driving force for the creation of the Greater Sumaco Ecological Reserve, which is approximately 300,000 hectares, located in the province of Napo, Ecuador. It was also the backbone for the declaration of the city of Baeza as a Cultural Heritage Site, established in 1995 in Ecuador. Jack and his colleagues at FUNDRAE have been monitoring the zones of influence of the Papallacta Project, which provides drinking water for the city of Quito. FUNDRAE has been promoting ecotourism in a rational form in the Ecuadorian Amazon. Its future project will be the establishment of a protected cultural landscape within IUCN's Category V in the Quijos River Valley. They are working with Dr. Fausto Sarmiento at the Center for Latin American and Caribbean Studies, University of Georgia, who has helped with various projects in sustainability. In December of 1998, Jack, representing FUNDRAE, participated in the International Symposium of Mountain Sustainable Development (Andean Mountain Association symposium) in Quito, where he led a field trip to the Quijos River Valley.

Giles Romulus

Giles Romulus is currently the Director of Programmes at the St. Lucia National Trust. He is also a member of IUCN's Commission on Protected Areas; a member of the Caribbean Conservation Association; a member of the St. Lucia Naturalists' Society; a member of the Folk Research Centre in St. Lucia; a Director of the St. Lucia Tourist Board; the Chairman of the Ministry of Tourism's Product Development Committee in St. Lucia; and a member of the National Commission for UNESCO's Sub-Committee on Science. He is currently leading the planning process for the designation of the world-famous Pitons as a World Heritage Site and is participating in the establishment of one national park and one protected landscape in St. Lucia.

Giles holds a Bachelors degree with honors in Geography and a Post-Graduate Diploma with distinction in Environmental Studies and Resource Management from the University of the West Indies. He also holds a Post-Graduate Diploma in Latin American and Caribbean Studies and a Master in Environmental Studies (Environmental Planning and Resource Management) from York University in Canada. Giles was the Project Coordinator/Planner for the project, which resulted in the publication of St. Lucia's protected areas plan.

Fausto Sarmiento

Fausto Sarmiento is adjunct graduate faculty of Ecology and Associate Director of the Center for Latin American and Caribbean Studies. His research focuses on restoration of neotropical montane landscapes. He is President of the Andean Mountain Association (AMA) and organized the III International Symposium on Sustainable Mountain Development; also, he was inaugural keynote speaker at the IV Latin American Congress of Ecology in Peru, and chaired the workshop on Mountain Protected Areas for the first Latin American Congress of National Parks, in Colombia.

In Ecuador, his native country, he was Executive Director of the National Museum of Natural Sciences and was an ecological/environmental consultant. He is on the board of several conservation organizations and has served as a regional expert for issues of biodiversity conservation and sustainable development. In April 1999, the Honor Society for International Scholars Phi Beta Delta, Tau Chapter, recognized him as the "Outstanding Faculty of the Year."

Fausto is author of several articles on restoration of Tropandean landscapes and books on Ecuadorian ecology. He has recently been engaged in a multidisciplinary research project for comparative ecology of the highland-lowland continuum of Andean equatorial forests. Preliminary results of his work are summarized in *Desde la Selva hasta el Mar: Antología Ecologíca del Ecuador*, published in 1987 by the Casa de la Cultura Ecuatoriana, Quito.

He holds a BS degree from Catholic University of Ecuador, Quito (1988), an MS degree from Ohio State University, Columbus(1991), and a PhD from the University of Georgia, Athens(1996).

Barbara Slaiby

Barbara Slaiby is the Program Coordinator for the Conservation Study - Institute at Marsh-Billings-Rockefeller National Historical Park in Woodstock, Vermont. In this capacity, she helps to plan and coordinate a variety of trainings, workshops, and publications. Concurrently, she works as a ranger at the Park, interpreting conservation and land stewardship in the context of American conservation. Previously, Barbara worked for QLF/the Atlantic Center for the Environment for several years as the Northern New England program coordinator. During this time, she developed environmental education programs in Vermont and New Hampshire schools focusing on local rivers. Working with the U.S. Fish & Wildlife Service, U.S. Forest Service, and local consultants, students learned about river ecology, water quality, land-use issues, and the reintroduction of Atlantic salmon. Barbara also wrote publications on Vermont agriculture and fisheries and represented QLF on a fellowship exchange in Scotland.

From 1983-1985, Barbara worked as a fisheries extension agent in rural Nepal with the U.S. Peace Corps. She has also worked as an associate producer for Connecticut Public Television, and from 1996–1997 as a researcher and writer in developing a script for a documentary on the Northern Forest. Barbara received a BS degree from Duke University in zoology, and an MS from the University of Michigan in natural resources policy and education.

Guy S. Swinnerton

Guy S. Swinnerton is currently Professor of Parks and Outdoor Recreation in the Faculty of Physical Education and Recreation at the University of Alberta, Canada. Born in Wales, he took a BA in Geography at the London School of Economics and Political Science, University of London. He continued his education at the University of British Columbia where he obtained an MA in Geography. Between 1967 and 1969, he was a Research Officer with the Canada Land Inventory Program in Victoria, British Columbia. He then returned to Britain to the Countryside Planning Unit at Wye College, University of London, and earned a PhD in Land Use Studies. Between 1973 and 1978, he was Principal Lecturer in Land Use Studies and Director of the Natural Resources and Rural Economy Program at Seale-Hayne College in Southwest England.

In 1978, he joined the faculty of Physical Education and Recreation at the University of Alberta and was Chair of the former Department of Recreation and Leisure Studies. He is currently Professor and Coordinator of the BA Recreation and Leisure Studies Degree Program at the University of Alberta. His teaching and research interests focus on the planning and management of national parks and protected areas, landscape conservation involving natural and cultural environments, and outdoor recreation and sustainable tourism in rural areas. He has written extensively on these topics as they relate to Canada and Great Britain. In addition, he has been a consultant to both provincial and federal government agencies in Canada on issues that include protected area policy, planning, and management; farm-based recreation and tourism; outdoor recreation resource inventories; and integrated resource planning and management. He was a member of the Scientific Review committee for the Banff-Bow Valley Study in Banff National Park and recently served as the academic representative on a provincial committee responsible for designating a network of protected areas for the Province of Alberta.

Miriam Torres Angeles

Miriam is from Huaraz, Peru and has been dedicated to mountain conservation for over 10 years, working for the national Peruvian environmental organization ProNaturaleza. Her professional skills include protected areas planning and tourism management, as well as training managers who work in protected areas. She is currently working in The Mountain Institute as the Director of the Andean Program (Peru). Miriam has a degree in forestry engineering from Universidad Nacional Agraria "La Molina."

Eva ("Lini") Wollenberg

Lini Wollenberg is a Senior Social Scientist in the Project on Local People, Devolution and Adaptive Co-Management at the Center for International Forestry Research (CIFOR) in Bogor, Indonesia. At CIFOR she is responsible for a research program assessing the impacts of devolution policies on local communities and analysis of governance issues related to forest management among people living in forest areas. Her past work at CIFOR includes research in Sumatra and Kalimantan on forest dwellers' livelihoods and how these opportunities affect incentives for conservation. Before joining CIFOR, Lini worked for the Ford Foundation's Asia Program as a program officer in rural poverty and resources. Her interests and experience over the last 15 years have been concentrated on resource management among forest-dependent communities, especially in the Philippines, India, and Thailand. She completed her PhD and MS in Wildland Resources Science and BS in conservation and Natural Resources at the University of California, Berkeley.

Appendix D

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Appendix E

IUCN Protected Areas Management Categories

Protected areas are categorized by the primary purpose of management. Categories are as follows:

- IA Strict nature reserve/wilderness: protection area managed mainly for science of wilderness protection
- IB Wilderness area: protected area managed mainly for wilderness protection
- II National Park: protected area managed mainly for ecosystem protection and recreation
- III Natural Monument: protected area managed mainly for conservation of specific natural features
- IV Habitat/species management area: protected area managed mainly for conservation through management intervention
- V Protected landscape/seascape: protected area managed mainly for landscape/seascape conservation and recreation
- VI Managed resource protected area: protected area managed mainly for the sustainable use of natural resources

From: IUCN. 1994. *Guidelines for Protected Area Management Categories*. Gland, Switzerland and Cambridge, UK: IUCN.

APPENDIX F

CATEGORY V PROTECTED LANDSCAPE/SEASCAPE:

Protected area managed mainly for landscape/seascape conservation and recreation

DEFINITION

Area of land, with coast and sea as appropriate, where the interaction of people and nature over time has produced an area of distinct character with significant aesthetic, ecological, and/or cultural value, and often with high biological diversity. Safeguarding the integrity of this traditional interaction is vital to the protection, maintenance, and evolution of such an area.

OBJECTIVES OF MANAGEMENT

- To maintain the harmonious interaction of nature and culture through the protection of landscape and/or seascape, and the continuation of traditional land uses, building practices, and social and cultural manifestations;
- To support lifestyles and economic activities that are in harmony with nature and the preservation of the social and cultural fabric of the communities concerned;
- To maintain the diversity of landscape and habitat, and of associated species and ecosystems;
- To eliminate where necessary, and thereafter prevent, land uses and activities that are inappropriate in scale and/or character;
- To provide opportunities for public enjoyment through recreation and tourism appropriate in type and scale to the essential qualities of the areas;
- To encourage scientific and educational activities that will contribute to the long-term well-being of resident populations and to the development of public support for the environmental protection of such areas; and
- To bring benefits to, and to contribute to the welfare of, the local community through the provision of natural products (such as forest and fisheries products) and services (such as clean water or income derived from sustainable forms of tourism).

GUIDANCE FOR SELECTION

- The area should possess a landscape and/or coastal and island seascape of high scenic quality, with diverse associated habitats, flora and fauna, along with manifestations of unique or traditional land-use patterns and social organizations as evidenced in human settlements and local customs, livelihoods, and beliefs.
- The area should provide opportunities for public enjoyment through recreation and tourism within its normal lifestyle and economic activities.

ORGANIZATIONAL RESPONSIBILITY

- The area may be owned by a public authority, but is more likely to comprise a mosaic of private and public ownerships operating a variety of management regimes. These regimes should be subject to a degree of planning or other control and supported, where appropriate, by public funding and other incentives to ensure that the quality of the landscape/seascape and the relevant local customs and beliefs are maintained in the long term.

Appendix G

World Heritage Committee Guidelines Definition of "Cultural Landscapes"

A. Cultural Landscapes

(1) Cultural landscapes represent the "combined works of nature and of man" designated in Article 1 of the World Heritage Convention. They are illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic, and cultural forces, both external and internal (sec. 36).

"The term 'cultural landscape' embraces a diversity of manifestations of the interaction between humankind and its natural environment" (sec. 37).

Cultural landscapes often reflect specific techniques of sustainable land-use, considering the characteristics and limits of the natural environment they are established in, and a specific spiritual relation to nature. Protection of cultural landscapes can contribute to modern techniques of sustainable land use and can maintain or enhance natural values in the landscape. The continued existence of traditional forms of land use supports biological diversity in many regions of the world. The protection of traditional cultural landscapes is therefore helpful in maintaining biological diversity (sec. 38).

"The clearly defined landscape designed and created intentionally by man" (sec. 39 i), largely concentrated on parks and gardens.

Organically evolved landscape. "This results from an initial social, economic, administrative, and/or religious imperative and has developed its present form by association with and in response to its natural environment. Such landscapes reflect that process of evolution in their form and component features. They fall into two sub-categories:

- A relict (or fossil) landscape [such as an archaeological landscape] is one in which an evolutionary process came to an end at some time in the past, either abruptly or over a period. Its significant distinguishing features are, however, still visible in material form; and
- A continuing landscape is one which retains an active social role in contemporary society closely associated with the traditional way of life, and in which the evolutionary process is still in progress. At the same time it exhibits significant material evidence of its evolution over time" (sec. 39 ii).

The associative cultural landscape derives its significance from "the powerful religious, artistic or cultural associations of the natural element rather than material cultural evidence, which may be insignificant or even absent" (sec. 39 iii).

From: UNESCO. 1996. *Operational Guidelines for the Implementation of the World Heritage Convention*. Paris: UNESCO.